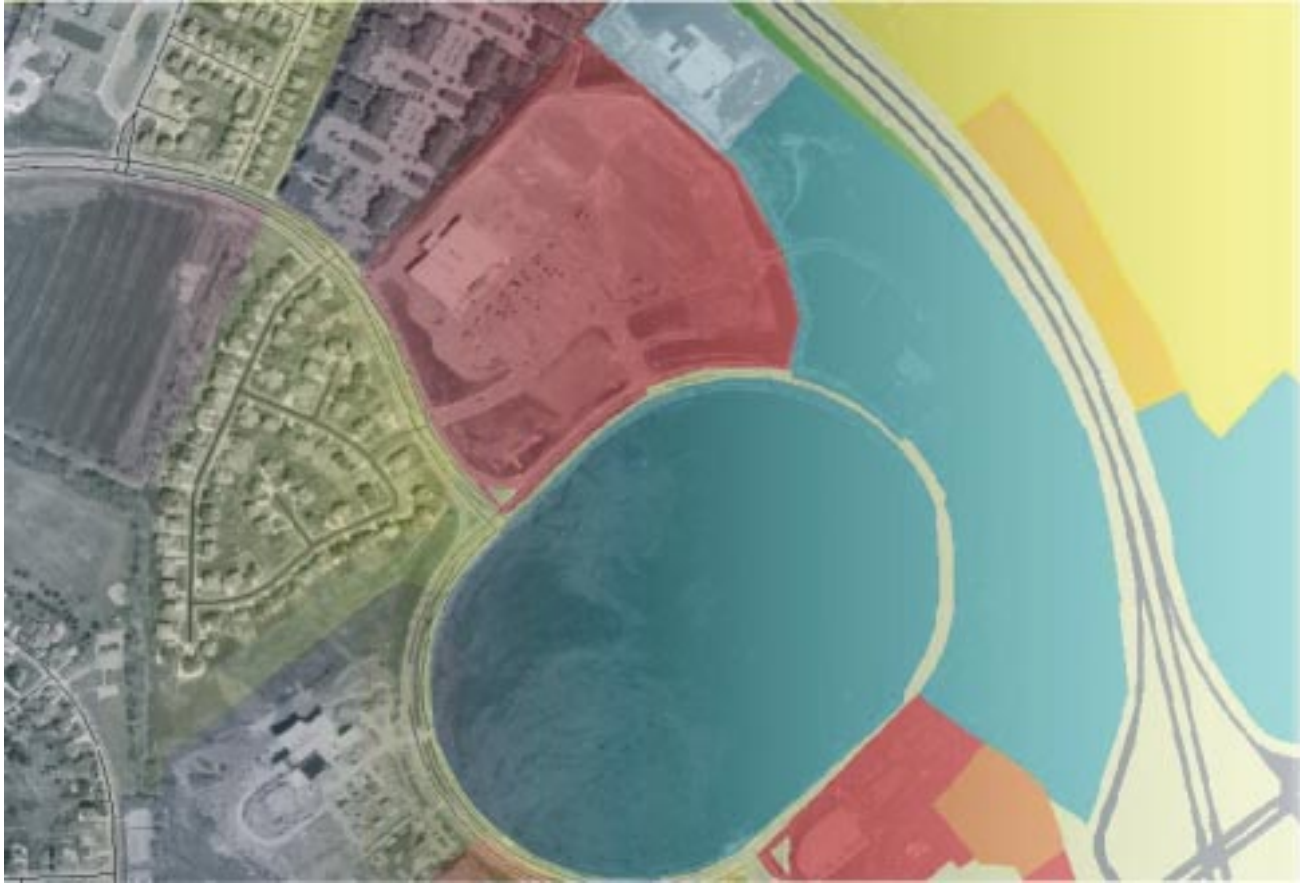


## 6. LAND USE PLAN ELEMENT



This Chapter defines the land use categories that are being used as the *2001 Comprehensive Plan Update's* land use framework, the land use relationships used in the *2001 Plan Update*, and a summary of the proposed land uses recommended by the *2001 Comprehensive Plan Update*. The *2001 Comprehensive Plan Update* includes two map products as a part of its published product. The land use maps and Sections 5.2, 6.1, and 6.2 of the *Plan Update* were adopted April 30, 2001. The balance of the text, including minor edits for clarification and correction to Sections 6.1 and 6.2, was adopted December 13, 2001.

The first map is a 1"=3000' scale map and depicts future land use recommendations for the entire County. This map incorporates the recommendations of the *1999 Rural Service Area Land Management Plan*, as amended in the *2001 Plan*, the Rural Activity Centers, and a summary of all recommended urban land uses. Information related to both urban and rural land use categories are found in Section 6.1, with details of the land use categories adopted as part of the *Rural Service Area Land Management Plan* found in Section 6.1.5.

The second map product, a set of four maps at a scale of 1"=1000', depicts the detailed existing and future land use recommendations for the Urban Service Area (USA), including the 1996 adopted Expansion Area. Information related to land use categories utilized for the urban area and Rural Activity Centers are found in Section 6.1.2. Section 6.1.3 details future land use categories recommended for various infill and redevelopment areas inside New Circle Road. Section 6.1.4 details the land use categories utilized as a part of the *Expansion Area Master Plan* adopted in 1996. These 1000' scale maps are similar to previous Urban Area Comprehensive Plan Summary maps but show greater detail. It requires a set of three of these maps to show the entire urban area. A fourth map overlaps the other three and shows all areas within New Circle Road. Section 6.3 provides more information regarding map production.

## 6.1 LAND USE PLAN CATEGORIES

### 6.1.1 Overview

The existing and future land use categories for the Urban Service Area and for the Rural Activity Centers of the *2001 Comprehensive Plan Update* are described in Section 6.1.2 and 6.1.6. Future land use categories recommended for various infill and redevelopment areas inside New Circle Road are described in Section 6.1.3. The *Residential Infill and Redevelopment Design Policies* adopted in November 2001 (after the land use element was adopted) are discussed in Section 5.4 and have further land use recommendations. Land use categories from the *Expansion Area Master Plan* (EAMP), adopted July 1996, are included in Section 6.1.4. Small Area Plans may include new categories not discussed below. Future land use categories for the *Rural Service Area Land Management Plan*, adopted April 1999, are found in Section 6.1.5.

### 6.1.2 Definitions for Urban Area and Rural Activity Centers

Efforts were made during the 2000 existing land use survey of the Urban Service Area prepared for this *2001 Plan Update* to further refine the definitions utilized in depicting existing land uses. These definitions were also utilized in depicting the future land use categories. The following definitions reflect the legend of the *2001 Comprehensive Plan Update Land Use Map*.

When existing urban land uses (and land uses in Rural Activity Centers) are inventoried for general land use classification purposes, land uses are generalized into major categories. When there are differing land use activities occurring in a geographic area, generally land uses will be grouped under the predominant (i.e., at least 75 percent) land use activity occurring in the geographic area. As necessary to ensure that significant land uses are

identified, a parcel of land might be broken down into different uses, or a larger parcel of land with a different use than the surrounding area will be identified separately by its use.

The following existing and future land use categories are utilized primarily within the Urban Service Area boundary as they were before the 1996 expansion. An additional five categories used exclusively for future uses, primarily in infill and redevelopment areas, are defined in Section 6.1.3. An additional nine land use categories are included in Section 6.1.4 to depict land use categories developed in the *1996 Expansion Area Master Plan*. Five additional land use categories are defined in Section 6.1.5 to depict land use categories applying to the Rural Service Area, in addition to the Rural Activity Centers.

#### *Low Density Residential (LD)*

The maximum overall density of any residential development in this category shall be four (4) units per gross acre. Post development, or where gross acreage does not equal net acreage, net residential density shall not exceed five (5) units per acre. Housing types found under this category include single-family detached and may include townhouse and duplex, based on density.

#### *Medium Density Residential (MD)*



This category allows a range of housing units from zero units per gross acre to a maximum of eight (8) units per gross acre. Post development, or where gross acreage does not equal net acreage, net residential density may range from five (5) units per acre to ten (10) units per acre. Housing types found under this category include single-family detached, townhouse, duplex and apartment.



### *High Density Residential (HD)*

This category allows a range of housing unit densities, from a minimum of six (6) units per gross acre to a maximum of twenty (20) units per gross acre. Post development, or where gross acreage does not equal net acreage, net residential density may range from ten (10) units per acre to twenty-five (25) units per acre. Housing types found under this category include townhouse, apartment, dormitories, residential care facilities and assisted living quarters — based on density.



### *Very High Density (VHD)*



This category allows a range of housing units from a minimum of sixteen (16) units per gross acre to a maximum of thirty-two (32) units per gross acre. Post development, or where gross acreage does not equal net acreage, net residential density may range from twenty-five (25) units per acre to forty (40) units per acre. Housing types found under this category include apartments, dormitories, residential care facilities and assisted living quarters — based on density.

### *Highway Commercial/Interstate Commercial(HC)*

This category includes establishments for retail sale of goods and services which appeal to the motorist, such as hotels and establishments which display, rent, sell and service motor vehicles, boats and other related equipment. Retail trade, personal services and professional service activities may also take place in these areas.

Plans prior to the *1996 Comprehensive Plan* depicted a separate future land use category known as Interstate Commercial. For the purposes of this *Plan Update*, this land use category is combined with the Highway Commercial land use category.

This category permits the establishment of limited commercial facilities at limited access highway interchange areas so that the traveling public is conveniently provided with needed services without endangering the movement along, as well as to and from, limited access highways. Hotels, motels, gas stations, restaurants and a very limited variety and amount of other retail activities may take place in this area. When this category is shown at interstate interchanges, it is to be interpreted for the limited uses permitted in the B-5P zoning category.



### *Retail, Trade & Personal Services (RT)*



This category includes establishments for the retail sale of goods, prepared foods and drinks, or the provision of certain personal services. The intent of this category is to group together all establishments that operate in a store or store-like environment. These include hardware stores, general merchandise and food stores, gasoline service stations, eating and drinking places, beauty or barber shops, and shoe repair stores, etc. Professional service activities, such as branch banks, may also take place in these areas.

### *Professional Service/Office (PS)*

This category is intended to include services that are provided within the confines of an office. The following are major uses of this category: financial and credit institutions, security and commodity brokers, holding and investment companies, architectural and engineering firms, legal and medical services, insurance and real estate agents and other related professional services.



### *Office, Industry and Research Park (ORP)*

This category is for the location of compatible offices, research facilities and light industrial uses to provide jobs in a high quality, park-like setting.

### *Light Industrial (LI)*



This land use category includes those establishments that assemble finished or semi-finished materials, food preparation, publishing, communication, construction materials, or any establishment or repair services that may present a moderate nuisance to adjacent properties. The activities included in this category are: light manufacturing, depots and terminals, communications, automotive repair shops, welding repair, animal services (other than veterinarians), construction materials and equipment yards, industrial laundries, etc. Also included are areas of significant outdoor storage, particularly automobiles, where retail sales are not a common activity.

### *Heavy Industrial (HI)*

This category includes establishments that engage in manufacturing involving the transformation of a material from its raw form to finished or semi-finished product and establishments with high potential nuisance factors, such as noise, odor, vibrations, etc. These activities include heavy manufacturing, fuel and power production, waste disposal, meat packing and slaughter houses, lumber milling, chemical and petroleum storage and bulk sales, material salvage yards and mining.



### *Warehouse and Wholesale (WW)*



This land use category includes establishments that are engaged in the following activities: bulk storage, wholesale or bulk sale, shipment and transshipment or related activities; some retailers of goods which do not depend on “walk in” business; some retailers of goods which are extremely large, noisy, or inappropriate to other business zones. The activities shown in the category are: truck dealers, airplane dealers, ship/boat dealers, non-store retailers, wholesalers, linen services, solid fuel and ice dealers.



### *Semi-Public Facilities (SP)*

This land use category includes facilities that benefit the public but are not publicly owned. Such land uses may be large and distinctive facilities that are service-oriented; however, it also includes facilities that contribute to the general welfare of the entire community. Semi-Public Facilities include places of worship, cemeteries, private educational institutions, and private recreation. In previous land use plans, this land use category may have included such uses as dormitories, nursing homes and other residential care or assisted living facilities. These uses are now identified as high or very high density residential uses.



Unlike in previous plans, on the 2001 Plan Update maps, existing Semi-Public uses have continued to be shown as Semi-Public on the Future Land Use maps to indicate the desire for their continued existence and contribution to the community. If redevelopment becomes an issue, the Planning Commission should consider the recommendations of the 1996 Plan and its amendments for these sites, as well as other relevant current information when making a land use and zoning recommendation for each site.

### *Other Public Uses (OPU)*

This land use category includes prominent facilities that benefit the public. Such land uses are characteristically large and distinctive facilities that are service oriented. These facilities contribute to the general welfare of the entire community. Other Public Uses include public health and educational institutions (e.g., publicly owned hospitals and public universities); major transportation facilities, including the airport; and government offices.

### *Community Facilities*

The Community Facilities Plan Element is based on existing facilities and projected needs, as noted further in the Community Facilities Chapter (Chapter 7) of this Plan Update. Sites of existing and programmed facilities are noted by land use color and type of facility on the land use map. All proposed facilities, both programmed facilities and future facilities, are identified by symbols. Proposed facilities are based on general planning criteria and standards. Where they have not yet been specifically programmed, they are shown symbolically over the alternative private use of land.



#### *Public Education (PE)*

This land use category includes all public school facilities, including the Central Offices and accessory facilities (See Section 7.6).

- E Elementary
- M Middle School
- H High School

#### *Libraries and Fire Stations*

Existing and Proposed Library and Fire Station sites are also shown symbolically on the Land Use Map (See Sections 7.8 and 7.9).

#### *Public Recreation (PR)*

This land use category includes all publicly owned park land and facilities. See detailed definitions under Parks and Recreation (Section 7.5) of the Community Facilities Chapter.

- N Neighborhood
- C Community
- GW Greenway (Public Park)
- SF Special Facility
- NP/C Nature Preserve/Community Park

### *Utilities Overlay*

This category includes non-office facilities of utility providers such, as treatment plants, substations, towers.

### *Circulation*

This category is primarily comprised of lands with predominant automobile and rail circulation facilities and parking uses. The land use category of “circulation” includes the actual pavement dimension for all state maintained minor arterials and higher road classifications, plus Man o’ War Boulevard, and all locally maintained major arterials. Note that while all streets are indicated on the Land Use Map, only those roads discussed here have pavement dimensions included in the circulation calculations. For properties adjacent to roads indicated as circulation, the land use category goes to the edge of the pavement or, in the case of freeways, expressways, and interchanges, to the edge of the right-of-way.



### *Water*



The water coverage was based upon an aerial survey done in March 2000 and reviewed carefully by planning staff. The water coverage is intended to include all blue line streams and other bodies of water over one acre in size which permanently impound water. Detention basins, which do not permanently impound water, were generally classified as greenspace/open space.

### *Greenway Overlay (GRWY)*

This overlay system of passive linear open space is proposed and would regulate development on selected environmentally sensitive and geologic hazard areas, including floodplain areas. This land may serve as a connection between active parks and other facilities, create a buffer between residential and non-residential uses, and may be open to public use through public ownership or appropriate easements.



### *Greenspace/Open Space (GS)*



This land use category identifies essentially undevelopable open space land. It includes medians, retention basins under one acre in size, detention basins, excess right-of-way along freeways and expressways, interchange areas, and some common open space areas owned and maintained by homeowners’ associations. For properties adjacent to these roadways and interchange areas, the land use category goes to the edge of the right-of-way.

### 6.1.3 Definitions for Infill and Redevelopment Areas<sup>1</sup>

#### *Downtown Mixed Use (DT)*

*(future land use category only)*

This category, as a future land use category, includes a wide variety of uses at very high density or intensity levels. It provides for hotels, apartments, retail trade, and professional and personal services. It also includes significant public and semi-public uses and circulation.

Data regarding existing land use in the downtown area was collected in a more detailed manner than is depicted on the printed Summary Land Use Map. The downtown area, for the purposes of this data collection effort, is defined as all lands zoned B-2, B-2A, and B-2B. This existing land use data is available in the Division of Planning office. Decisions related to assigning the appropriate land use category to mixed-use lots is as follows:

- If any one land use on a mixed-use site is more than 75 percent of the use, that land use category is assigned to that lot;
- Therefore, buildings 4 stories or greater, with a single category of use on the upper stories and a different use on the first floor, have been assigned the land use category of the upper floors;
- If a building is less than 4 stories and/or has no one use that comprises 75 percent or more of the land use, two land uses are shown in a mixed use overlay;
- Parking lots and parking structures on separate tracts or on a distinct part of a tract are depicted as circulation;
- Roads with rights-of-way greater than 120 feet will be depicted as circulation and greenspace, as further discussed in the circulation section;
- Vacant is used to depict buildings that exist but are unused at the time of the land use survey; vacant lots downtown are included in circulation and are presumed to be used as parking.

#### *Retail Trade/High Density Mixture (RT/HD)*

*(future land use category only)*

This is a mixed-use category that encourages combinations of high density residential and neighborhood retail. Mixture is encouraged both horizontally (adjacent uses) and vertically (different floors). The intent of this category is to encourage appropriate mixed-use redevelopment of selected older areas which already have mixed use characteristics, including mixtures of commercial; residential; office; and semi-public uses. Reduced parking requirements should be explored in the designated areas. Accessory or adjacent residential uses are a critical part of proposed uses in this mixture.

#### *Retail Trade/Professional Service (RT/PS) (future land use category only)*

This is a mixed-use category that encourages combinations of a variety of professional office and retail uses. Mixture is encouraged both horizontally (adjacent uses) and vertically (different floors). The intent of this category is to encourage redevelopment of selected older industrial/commercial-mix areas. Shared parking provisions should be permitted to encourage the mixed uses.

---

<sup>1</sup> These future land uses pre-date the adopted *Residential Infill and Redevelopment Policies* (see Section 5.4 for more information on these policies).

### *Office/Warehouse (OW)* (future land use category only)

This designation reflects an anticipated and desired mixture of uses permitted in the Professional Service/Office (PS) land use category and the Warehouse and Wholesale category (WW). This future land use category allows businesses to combine their entire operation within one building. It also provides flexible space for redevelopment of older districts. Only light industrial and warehouse uses that are compatible with offices are considered.

### *Retail/Office Mixture (RO)* (future land use category only)

This is a mixed-use category that encourages combinations of office and neighborhood retail with residential above, or adjacent to, the retail and office. The intent of this category is to encourage redevelopment of selected older commercial areas by mixing uses and reducing parking requirements. Accessory or adjacent residential uses are a critical part of proposed uses in this mixture.

## **6.1.4 Definitions for Expansion Areas**

In July 1996, the Expansion Area Master Plan (EAMP) was adopted as an amendment to the *1996 Comprehensive Plan* to provide land use plans, principles, and design guidelines for the 5,330 acres found in three designated Expansion areas. The following land use categories are defined on pages 6 and 7 of the EAMP, unless otherwise specified:

### *Expansion Area Residential-1 (EAR-1)*

This land use category identifies where low-density residential uses of all types and sizes may develop within the Expansion Area, up to a maximum density of three (3) units per gross acre.

### *Expansion Area Residential-2 (EAR-2)*

This land use category indicates where medium density residential uses of all types and sizes may develop within the Expansion Area, at a minimum density of three (3) dwelling units per gross acre, up to a maximum density of six (6) units per gross acre without the use of transferable development rights. With transferable development rights, EAR-2 areas may be developed up to a maximum of nine (9) units per gross acre. Incentives exist related to affordable housing in the EAR-2 category, permitting potentially higher density.

### *Expansion Area Residential-3 (EAR-3)*

This land use category indicates where high density residential uses of all types and sizes may develop within the Expansion Area, at a minimum density of six (6) dwelling units per gross acre, up to a maximum density of eighteen (18) units per gross acre without the use of transferable development rights. With transferable development rights, EAR-3 areas may be developed up to a maximum of twenty-four (24) units per gross acre. Incentives exist related to affordable housing in the EAR-3 category.



*Economic Development (ED)*

This land use category includes proposed uses such as industrial, warehousing, and office uses (“flex space”) within the Expansion Area.

*Community Center (CC)*

This land use category includes mixed uses, including retail; office; residential; and civic, cultural and religious institutions vertically and/or horizontally integrated around public spaces and transition areas within the Expansion Area.

*Transition Area (TA)*

This category is designed as an overlay and includes proposed uses such as residential, civic, cultural and religious institutions adjacent to Community Center, as a part of a unified plan of development within the Expansion Area. In the case of existing institutions in TA areas, enlargement of their facilities may not require development plans to be fully unified with the nearby Community Center, although every effort should be made to complement the Community Center area.

*Special Design Area Overlay (SDA)*

(see EAMP, p.39)

This category applies to areas along specific public roads that are sensitive to the design and location of structures. As further specified in the EAMP, in the Special Design Areas, the maximum permitted density is allowed to occur only if the development is clustered so that 60 percent of the land area of the parcel proposed for development is common open space, and provided that no structure other than transparent or dry stone fences are located within 200 feet of specified roads in Expansion Area 2C.

*Scenic Resource Area Overlay (SRA)*

(see EAMP, p.39)

This category applies to lands along scenic roads that are sensitive to the density of on-site development and the design and location of structures. As further specified in the EAMP, in Scenic Resource Areas, development is limited to one to three dwelling units per five acres, and all buildings must be clustered so that 80 percent of the land area of the Scenic Resource Area is common open space. Access to rural scenic roads must be limited to protect the rural scenic character of the area. No non-residential development is permitted to be located within the area designated as scenic, but the land area can be used to calculate floor area ratio. No buildings or structures other than driveways, transparent fences or stone fences are permitted within 200 feet of the right-of-way of specified roads.

*Conservation (CON)*

This category includes parks and active recreation areas within the Expansion Area.

### 6.1.5 Definitions for Rural Land Management Area

In April 1999, the *Rural Service Area Land Management Plan* (RLMP) was adopted as an amendment to the 1996 *Comprehensive Plan* to provide a more detailed land management strategy for the 128,267 acres found in the Rural Service Area. In preparation for the RLMP, a land capability analysis was prepared in 1996-97. Key physical features and conditions of Fayette County's rural landscape were mapped and categorized. A complex set of values was then applied to the identified existing rural land features, conditions, and uses; and composite maps were created for the purpose of evaluating the character of the land. This effort provided "the basis for a planning effort to define rural land categories to serve as management units for strategies to achieve specific goals of protection, preservation and enhancement of the Rural Service Area".<sup>2</sup> The *Rural Service Area Land Management Plan* identifies six land use categories for the purposes of managing land in the Rural Service Area. Details related to the management strategies proposed for each land use category can be obtained in the *Rural Service Area Land Management Plan*. While one of the six rural land management categories is the Rural Activity Centers category, land use designations within the Rural Activity Centers parallel the urban land uses described above. The six rural land use categories are as follows:

#### *Core Agricultural and Rural Lands (CARL) (see RLMP, p. III-5)*

This land use category is the primary category for rural land associated with agriculture in Fayette County. It is characterized by its predominance of use for agriculture. The area consists primarily of core equine lands that have a high improvement-to-land-value ratio, and lands classified as prime agricultural land of at least 50% prime soils or 75% prime and secondary soils.

#### *Natural Areas (NAT) (see RLMP, p. III-7)*

This land use category is designed to encompass areas that are physically unique from other portions of Fayette County. These areas are generally not important agricultural lands; however, they are important for preservation. This land use category is found primarily in the southeastern portion of the County and contains lands associated with the Kentucky River, its tributaries and palisades.

#### *Rural Settlements (RS) (see RLMP, p. III-11)*

This land use category is designed to encompass the older, historic rural settlements of Fayette County. Each of the identified settlements has 15 or more homes. Many of these areas include R-1D zoning (with a 6,000 square-foot minimum lot size) and commercial zoning; however, public sanitary sewer service is generally not available to these lots.

#### *Buffer Areas (BUF) (see RLMP, p. III-14)*

Land in this land use category has been identified as areas that can serve as buffers between urban and rural uses and/or land in other jurisdictions. Areas which are essentially fully developed in ten-acre tracts immediately adjoining the Urban Service Area boundary are included in this category, as well land along the east side of Tates Creek Road opposite Jessamine County.

#### *Existing Rural Residential Category (ERR) (see RLMP, p. III-17)*

This land use category includes residential areas within the Rural Service Area which are not associated with historic rural settlements, predominately post WW II "suburban estate" developments that were divided into ½ to 1-acre tracts.

---

<sup>2</sup> *Rural Service Area Land Management Plan*, Report #3, page III-1

*Rural Activity Centers (RAC) (see RLMP, p. III-20)*

Four existing employment centers located outside the Urban Service Area have been identified as Rural Activity Centers in Lexington-Fayette County's land use plans since 1980. These include Blue Sky, Avon, Spindletop and the Airport, for a total of 1,600 acres. Details related to the urban land uses in the Rural Activity Centers are depicted on the existing and future Urban Service Area land use map.

**6.1.6 Additional Land Use Notes***Mapping of Land Uses*

Land uses are indicated on maps using colors, lines and symbols. Complete existing land use inventory information is available in the Division of Planning offices. Printed 1"=3000' scale summary maps indicate existing land use in areas where no change in land use is anticipated; proposed land use for all vacant, undeveloped, or underdeveloped areas; and areas proposed for redevelopment. See Section 6.3 for more information regarding map production.

*Acreage Calculations*

Gross acreage calculations for properties along most roadways are to the centerline of the adjacent road. Exceptions to this are for roads otherwise described in this section as being included in or affected by the circulation or greenspace calculations.

*Horse Farms (HF)*

This land use category is used for existing land use inventory and does not appear on the published Land Use Map, which emphasizes future land uses. It does appear on the existing land use inventory maps available in the planning office. This category includes only the existing horse farms inside the Urban Service Area as a horse farm land use. All land within the Urban Service Area, including the horse farms, has an urban future land use designation. Horse farms within the Urban Service Area, which have been rezoned to an urban use, are indicated as "vacant" on the existing land use maps and in the existing land use acreage calculations.

*Historic Areas*

The historic and/or architectural character of specific land uses is not currently noted on the summary land use plan or accompanying statistics. They are addressed elsewhere in the *2001 Plan Update* and other documents.

*Semi-Public Uses*

While an effort has been made to separately identify existing and proposed semi-public uses, some semi-public uses may be included within the surrounding land use.

*Public Facilities*

Proposed public uses (particularly schools and parks) are incorporated within surrounding future land uses for area calculations. Proposed sizes and locations are designated in supporting documentation and on proposed land use maps. They express the projected needs and should be examined carefully at and before the time of development

### *Communication and Utilities*

Non-office facilities of utility providers, such as treatment plants; substations; and towers are indicated by the Utility Overlay land use category. Office facilities are generally indicated by Professional Service designation. Occasionally, land uses in this category may be included in the surrounding land uses.

### *Retail Centers Definitions*

Proposed commercial areas shall be sized and located, as indicated on the land use map. All new retail areas are to be proposed for planned development. Shopping Centers are included under the Retail, Trade and Personal Services category.

#### **Convenience Shopping Area**

Units	1 - 4
GLA	up to 10,000 sq. ft.
Site Acreage	up to 1 net acre
Anchor	Convenience store
Location	Located on collector streets at least 800 feet from the centerline of an arterial street and should not be located within one-half mile of any other shopping area (either proposed or existing) as shown on the <i>2001 Plan Update</i> .
Zoning	May require new provisions; usually B-1 at the present time.
Notes	May include some services or other specialty stores. As this type of shopping area is usually within an overwhelmingly residential neighborhood, the compatibility of architectural design and the proper use of landscaping and signage are very important.

#### **Neighborhood Shopping Center**

Units	5 - 20
GLA	10,000 - 100,000 sq. ft.
Site	Acreage up to 10 acres gross
Anchor	Grocery store
Location	Located on a collector near an arterial.
Zoning	Usually B-6P or B-1
Notes	Usually developed to function and operate as developed on one parcel. Mix usually includes several types of specialty stores. Should not include any establishment that would tend to draw customers from outside the immediate neighborhood.

#### **Neighborhood Center Concept**

*Preferred over Convenience Shopping Areas and Neighborhood Shopping Centers*

Site Acreage	Less than 10 acres for the retail/office core
Location	Located near, but not bordering, a major arterial to provide ease of access by vehicles with safety for pedestrians and bicycles
Zoning	B-1
Notes:	A true Neighborhood Center is a mixed use center with limited retail, creating and enhancing a sense of neighborhood and community as set forth in Goal 15 of the adopted Goals and Objectives, including but not limited to: Vehicular, pedestrian and bicycle-friendly facilities;



Interconnected streets with adjacent residential areas;  
 Human scale architectural or urban design features;  
 Encouraging a vertical and horizontal mixture of retail, office and residential uses;  
 Buildings aligned with street and parking in rear to allow for ease of pedestrian use;  
 Community focus or common areas;  
 Provision of adequate sites nearby for public or semi-public community amenities that contribute to community character, such as schools, places of worship, parks or common open space;  
 Limiting retail establishments to those with a neighborhood focus and character, providing opportunities for employment and essential services closer to residents; including, but not limited to, corner groceries, dry cleaners, delicatessens, and barbershops.

### **Community Shopping Center**

Units	20 - 40
GLA	100,000 - 300,000 sq. ft.
Site Acreage	10 - 30 acres gross
Anchor	Large supermarket, discount store, or department store
Location	Located on an arterial usually close to another arterial or expressway.
Zoning	B-6P
Notes	Usually planned as a single project, although usually further subdivided for freestanding stores. Large variety of stores.

### **Regional Shopping Center**

Units	40 or more
GLA	more than 300,000 sq. ft.
Site Acreage	More than 30 acres gross
Anchor	Usually more than one department store or discount store. Specialty clothing stores are more frequent.
Location	Located on an arterial, usually near an expressway.
Zoning	B-6P

## **6.2 LAND USE RELATIONSHIPS**

The Future Land Use Element is the most crucial part of any comprehensive plan. As much consideration is given to this element as to all of the other elements combined. Generally speaking, the Future Land Use Element represents the culmination of efforts on the other plan elements and particularly, as required by state law, is built upon the legislatively adopted Goals and Objectives.

When devising the Land Use Plan, it is necessary to understand the various principles that are used to shape that plan. One critical element of these principles is the concept of “intensity.” This concept is fairly easy to understand intuitively; in general, the intensity of a land use is the amount of impact

that the land use would have on surrounding land uses, transportation network, and supporting community facilities. Most agricultural uses have minimal impact on surrounding uses, while heavy industry generally has very significant impact on surrounding uses.

The following land uses have been arranged in order of intensity from least to greatest (this is not a guide to compatibility, but intensity only). Rural Activity Centers (RAC) and Other Public Uses (OPU) are not listed and should be considered, based upon the uses within such areas.

1. Natural Areas (NAT) and Core Agricultural And Rural Lands (CARL);
2. Buffer Areas (BUF); Conservation (CON); Semi-Public (SP);
3. Low Density residential (including Rural Settlements (RS); Existing Rural Residential (ERR); EAR-1; LD);
4. Medium Density residential (including EAR-2; MD);
5. High Density residential (including EAR-3, HD, VHD, Transition Areas (TA));
6. Office, industry and research parks (including ORP; ED);
7. Warehousing and wholesaling (including WW; OW);
8. Professional services (PS);
9. Retail trade (including RT, RO, RT/HD, Community Centers (CC));
10. Highway-oriented commercial (including HC; IC);
11. Downtown; (DT);
12. Light industry (LI);
13. Heavy industry (HI).

Density, and therefore intensity, of the above land uses may be altered by the application of overlays, such as Special Design Areas and Scenic Resource Areas, which impact residential areas in the Expansion Area and/or Greenways, which can be applied over any other land use in Fayette County.

How these uses relate to each other, to public and semi-public uses, to the transportation network, and to the environment must be considered when developing a land use plan. Because of the many variables involved, the process of developing a plan that maximizes these relationships and minimizes the potential conflicts is complex. There may be many combinations of land uses that may be considered for a given piece of land during development of the plan. The future land use plan represents the

preferred development pattern for the community to implement the long-term goals of the community. It is built upon the Goals and Objectives, plan concepts, sound land use principles and other factors. Basic land use principles used to formulate this plan include the following:

- Maintain the integrity of Urban Service Area/ Rural Activity Center/Rural Land Management Plan concepts;
- Use efficiently existing land resources within the Urban Service Area and Rural Activity Centers; rather than pursue an expansion of the Urban Service Area at this time, evaluate land previously indicated for future industrial/ employment land to be re-designated for residential uses, while carefully balancing the need for employment opportunities;
- Cluster like intensity land uses; generally, high intensity uses should be located adjacent to each other and not adjacent to or adjoining low intensity uses (unless the distance across a street is very wide), and vice versa; however, the compatibility of the specific uses should be considered; equivalent intensity levels do not necessarily equate to compatibility (horse farms, for example, are generally not compatible with residential uses);
- Relate intensity of the land use to the street functional classification (i.e., higher intensity uses should be located adjacent to expressways; lesser intensity uses should be located adjacent to arterials and collectors, and low intensity uses should be located on local streets);
- Utilize effectively arterials, public transportation routes, and pedestrian ways and bikeways by strategically locating higher intensity uses along these corridors and by designing transportation and land use relationships to effectively link employment and housing;
- Design collector roads, access points and related features in a manner which does not impede traffic flow and efficiency;
- Transition effectively or buffer between different intensities of adjacent land uses;

- Plan for a variety of land use intensities and densities throughout the Urban Service Area with uses in major activity centers, particularly the downtown core, being more intense and uses near the edge of the Urban Service Area being generally less intense or dense;
- Ensure that proposed commercial, industrial and other higher intensity proposed land uses are appropriately sized by considering the impact the proposed development would have on the surrounding existing land uses and street network and on the proposed land uses and transportation improvements for the area; by considering alternative locations for similar services to be provided, planned for in the *2001 Comprehensive Plan Update*;
- Plan for the adaptive reuse of old shopping centers through redevelopment as mixed-use centers, with a street network interconnecting with the existing surrounding neighborhood and providing for residential redevelopment on the site;
- Protect view sheds and the rural character along rural road corridors within or adjacent to the Urban Service Area by limiting development density and intensity near the road;
- Locate employment areas and residential areas to obtain a geographic balance and to effectively and efficiently utilize the street network;
- Designate land for compatible medium and higher density residential development throughout the Urban Service Area to provide a wide range of housing opportunities;
- Plan for limited development and ensure land use compatibility and sensitivity in environmentally sensitive and geologic hazard areas in accordance with each site's unique characteristics, with particular attention to the Royal Spring aquifer recharge area;
- Consider potential long-term plans for interconnected greenway systems in land use decisions;
- Ensure that infill and redevelopment is compatible with surrounding land uses and neighborhoods;
- Provide convenient and adequate access to commercial and employment sites; provide for neighborhood commercial areas within walking distance of most residents;
- Provide interconnectivity of neighborhood streets;
- Provide convenient pedestrian and vehicular access to community facilities, such as schools, parks, and libraries from multiple directions;
- Enhance community aesthetics of local and collector road networks by minimizing reverse frontage of lots.

Intense land uses are generally surrounded by less intense land uses, with a continuing step down of intensity until the land use becomes agricultural. This process is not as pure in practice as in policy. Therefore, significant physical features should be selected to form firm boundaries and edges wherever possible. The greater the difference among intensities, the more significant the boundary features must be. Often two features, such as a road adjacent to a greenway or private open space, can together provide the best boundary, as well as an appropriate buffer between uses. In general, the hierarchy of features from strongest to weakest is as follows:

1. Major public open space
2. Interstates
3. Expressways
4. Railroads
5. Creeks
6. Steep Slopes/Floodplain/Significant Environmental Features
7. Arterial roads
8. Collector roads
9. Topographic ridgelines
10. Local streets
11. Property lines

### 6.3 SUMMARY OF PROPOSED URBAN LAND USES

The Land Use Plan Element of the *2001 Plan Update* updates and builds upon the planning efforts and decision making that took place during the development of the *1996 Comprehensive Plan* and previous plans. While this effort has been considered a “minor update,” significant updating and fine-tuning of the map products occurred as a part of this effort and are described below.

#### 6.3.1 Base Map Development

The *2001 Plan Update* is the first to be able to take full advantage of the new and developing technology that impacts planning, such as the Geographic Information System (GIS). As the existing land use inventory occurred, great effort was made to fine-tune the maps and make the data as accurate as possible – to, in effect, create a new, more accurate base map for future planning efforts. Efforts were made to carefully portray lot lines, street centerlines, circulation coverages, and identified rights-of-way and greenspace in a more accurate and consistent manner.

Because the *1996 Plan* resulted in existing and future land use data layers in GIS, comparisons in land use coverages could be made for analysis purposes. A detailed and extensive existing land use inventory of the entire urban area took place in the summer of 1999, with updates and refinements throughout the fall, allowing the map to be completed in January 2000. A refinement of the existing residential density categories occurred, attempting to more accurately reflect existing housing types and densities. The land use categories (definitions) were carefully reviewed and updated to reflect actual utilization of these terms during the inventory process. Once the 2000 Existing Land Use Map was finalized and determined to be accurate, it was utilized as the base map for the Future Land Use map as well. This means that the 2001 Future Land Use Map builds directly upon 2000 Existing Land Use data and less directly upon previously approved future (or full development) land use maps.

#### 6.3.2 Future Land Use Methodology

Decisions related to map products desired through this *Plan Update* process helped determine the methodology utilized in evaluating future land use decisions. Because of the recent adoption of the *Rural Service Area Land Management Plan*, it was determined that a countywide map product was

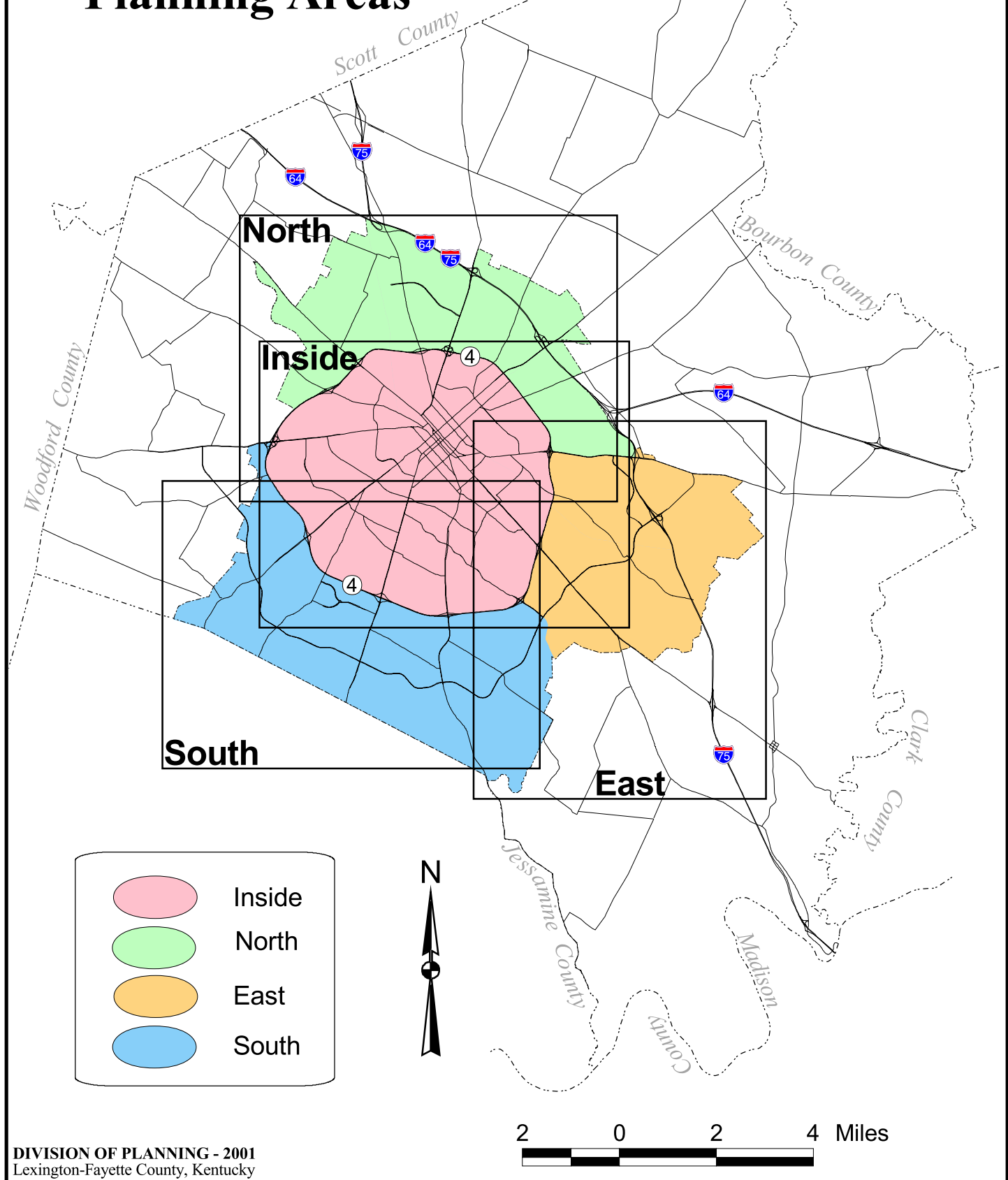
needed for the first time. This map is at a scale of 1” = 3000’ and is of particular value in seeing the future of rural land in Fayette County, as well as providing an overview of proposed urban development.

Additionally, there was some interest in providing the public with a more detailed map product than the traditional 2000-scale map. Since the *1988 Comprehensive Plan*, there has been an emphasis on a three-part breakdown of the Urban Service Area: Inside New Circle Road, North of New Circle and South of New Circle. During the last ten years there has been considerable development on Hamburg and residences out Todds Road, out Liberty Road and east of I-75. There is effectively a new area of Lexington that may be identified as East of New Circle Road. The statistics and the maps of the *2001 Plan Update* are designed to reflect these four areas. The result is a replacement of the traditional Urban Service Area map with four panels at a scale of 1” = 1000’. The 600-scale maps, historically produced for each of the twelve Planning Sectors will be available as a custom map order only. It is anticipated that the 1000-scale maps will be utilized by the public in place of the 2000-scale and 600-scale maps.

Utilization of these four areas is another evolution in mapping of Lexington. The planning area “North of New Circle” includes Planning Sectors 6, and 7, and Subarea 8A. To aid perspective, the map also includes adjoining areas inside New Circle Road. The “East of New Circle” planning area includes Subareas 8B, 9A and 12, including a majority of the Expansion Area. The “South of New Circle” planning area includes Planning Sectors 10 and 11, plus Subarea 9B. The fourth area is “Inside New Circle Road,” Sectors 1 through 5. Portions of this area are duplicated on the other three maps. Map 3.3 depicts Planning Sectors and significant Subareas. Map 6.1 shows the overlapping coverage areas of the four 1000-scale panels.



# Map 6.1 2001 Plan Update Planning Areas



DIVISION OF PLANNING - 2001  
Lexington-Fayette County, Kentucky

This page left blank intentionally

The development of the new future land use map for this *Plan Update* was a complex process and is described herein. Impacting the future land use decisions were both reviews and thoughts by the Planning staff and Commission, in light of the adopted Goals and Objectives. Sound planning principles, as well as requests by private landowners for changes in permitted uses related to their property, were also part of the process.

To this end, in the fall of 2000, the Division of planning staff and the Planning Commission reviewed and began revising land use policies and urban growth boundary criteria in light of developing/adopted Goals and Objectives for use in the future land use decision making process. Staff and Commissioner review and development of land use definitions, principles of land use relationships, and planning concepts in Lexington in light of adopted Goals and Objectives resulted in the Land Use Plan Categories (Section 6.1); Land Use Relationships, Policies and Principles (Section 6.2); and Urban Service Area Boundary (Section 5.2), all adopted on April 30, 2001.

As noted in section 6.3.1 above, the development of the 2001 Future Land Use Map built upon the existing land use inventory and the new base map. The staff carefully reviewed previous future proposals for uses of vacant land, horse farms, and potential infill areas. Review included consideration of recommendations for these areas found in the *1996 Plan* and relevant Small Area Plans to determine if existing uses should continue, if previously proposed uses were appropriate, or if different redevelopment scenarios should be proposed. Existing zoning was a part of this decision making process. The overall general intent of future use of potential redevelopment sites is to conserve and support established uses.

The staff also reviewed recent approved zoning map amendments, decisions about areas planned for redevelopment, preliminary subdivision plans and development plans to determine “committed” or near term projects that would impact the proposed future land use plan. These were particularly critical in the southwest and southeast suburban sections where considerable development activity occurred

throughout the 1990s. Approved development plans were utilized to refine the proposed land use density, boundaries and street alignments. Where appropriate, environmental information such as environmentally sensitive areas and geologic hazard areas were also considered within the context of open space goals and policies for determining land use density and intensity in specific geographic areas. The results of this review process were numerous decisions to maintain existing land uses where redevelopment no longer seemed possible or desirable. When based directly on the existing land use, these decisions were not specifically documented, but are reflected on the adopted future land use map.

Additionally, the staff and Planning Commission initiated a number of specific proposed land use changes for consideration in this update process. These changes include reflecting approved zoning map amendments; reflecting areas being actively considered for redevelopment; and areas of vacant land where alternative proposals better supported the adopted Goals and Objectives and/or land use principles. One overriding thought process in the future land use decision making process was the concept of community building. Section 5.1 of this *Plan Update* discussed in some detail the current and past planning concepts as they relate to this effort. The reasonable location of mixed residential densities with an appropriate complement of services in suburban areas is important, as well as being a means to enable the encouragement of alternative transportation modes. Thirty-six (36) of these staff and Commission-initiated future land use changes were approved (approved 4/30/01; see Appendix 2). Some of these changes have specific notes attached to the recommendation approval. These notes must be used by the Planning Commission when reviewing development proposals for these areas (see Appendix 2).

In a separate process, in the fall of 2000, individual landowners were permitted to submit petitions to change the future land use proposed for their property. Approximately 58 landowner petitions were received at this time, and a thorough review of each proposal occurred. This review included

consideration of the proposal in light of the surrounding existing and proposed land uses, the Goals and Objectives, planning principles, and an impact analysis by the staff and Planning Commission. The public input process related to these proposals and the Commission's tentative decisions occurred in early 2001. Decisions were made, based upon public testimony and input, that the Expansion Areas should not be considered for substantial land use or boundary changes, due to relative recentness of the adoptions and the lack of

substantial implementation. Twenty-three (23) of the petitioners' requests were approved as a part of the final adoption of the future land use map (approved 4/30/01; see Appendix 2). Again, some of these changes have specific notes attached to the recommendation approval. These notes must be used by the Planning Commission when reviewing development proposals for these areas (see Appendix 2, p. A-8). Discussion of the broad future land use categories is discussed below, followed by discussion of the four planning areas found in Exhibit 6-1.

EXHIBIT 6-1 2001 FUTURE LAND USE BY REGION										
Major Land Use Categories	Inside New Circle Road		North of New Circle Road		South of New Circle Road		East of New Circle Road		Total	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Residential	10,426	58.7%	5,398	46.8%	11,361	76.7%	6,521	61.6%	33,707	61.7%
Commercial	1,760	9.9%	777	6.7%	872	5.9%	1,342	12.7%	4,751	8.7%
Employment	1,683	9.5%	3,108	27.0%	240	1.6%	776	7.3%	5,807	10.6%
Public & Semi-Public	3,379	19.0%	2,015	17.5%	2,090	14.1%	1,780	16.8%	9,264	16.9%
Circulation & Utilities, plus corrections	503	2.8%	224	1.9%	249	1.7%	158	1.5%	1,135	2.1%
Totals & Percent	17,752	100.0%	11,523	100.0%	14,812	100.0%	10,577	100.0%	54,664	100.0%
Source: Lexington-Fayette County Urban Service Area Future Land Use Map adopted 4/30/01.										

### 6.3.3 Future Land Use Recommendations

Detailed existing and future land use data by planning sector is available for the entire Urban Service Area. Exhibit 6-1 provides a summary of this data by broad future land use categories and for the four planning areas discussed above. This section of the plan will provide analysis and discussion of the recommendations related to the land use categories. The following section discusses proposed land uses by geographic planning area.

#### *Future Residential Land Uses*

Nearly 62 percent (approximately 33,700 acres) of the 2001 future (or "full development") land use for the Urban Service Area is proposed for all types of residential uses (Exhibit 6-1). This includes various residential densities, including the Expansion Area Residential land use categories. Decisions related to finding adequate amounts of residential land within the existing Urban Service Area (USA), and not considering substantial expansion of the USA boundary, influenced the future use of vacant land and redevelopment considerations. Two areas were approved for USA boundary adjustments – approximately 85 acres north of Spurr Road and approximately 82 acres (including 20 acres for a

school site) north of Athens-Boonesboro Road. Additionally, approximately 210 acres in the northern area of the community that previously carried a non-residential future land use designation, but had never been developed, are now proposed for future residential uses to accommodate the growing population's residential demand. It is important to note that, following on the heels of this *Plan Update*, a thorough analysis of the newly released 2000 Census data and new absorption rate data may indicate long-term future residential demand that cannot be met within the current USA boundary. This will need to be addressed in future planning efforts.



Distribution of these 33,700 residential acres over the Urban Service Area varies significantly. For example, even with the addition of nearly 300 acres of residential land to the north, the residential land use category comprises only 47 percent of the total land use in this area. This compares with residential land comprising 77 percent of the land use in the area south of New Circle Road. “East of New Circle Road” and “within New Circle Road” both have approximately 60 percent of the land proposed for residential development.

Greater residential density and rental opportunities in and around the University, particularly on

University of Kentucky land or as sponsored by the University of Kentucky, is another way to accommodate future residential needs. Additional discussion of this should occur in the future through the Small Area Plan process and through zoning map amendments consistent with plans and policies.

In addition to the future land use data presented in Exhibit 6-1, a look at the future use of vacant and horse farm land within the Urban Service Area can be useful. Exhibit 6-2 displays the future use of vacant and horse farm land and analyzes it by major land use category (graphically portrayed on Map 6.2).

<b>EXHIBIT 6-2</b>										
<b>FUTURE USE OF VACANT LAND (2001) BY LAND USE CATEGORY</b>										
<b>Major Land Use Categories</b>	<b>Inside New Circle Road</b>		<b>North of New Circle Road</b>		<b>South of New Circle Road</b>		<b>East of New Circle Road</b>		<b>Total</b>	
	<b>Acres</b>	<b>%</b>	<b>Acres</b>	<b>%</b>	<b>Acres</b>	<b>%</b>	<b>Acres</b>	<b>%</b>	<b>Acres</b>	<b>%</b>
Residential	350	4%	2,525	27%	2,805	30%	3,770	40%	9,450	100%
Commercial	88	8%	245	22%	199	18%	563	51%	1,096	100%
Employment	117	5%	1,911	74%	122	5%	434	17%	2,584	100%
Public, Semi-Public, Utilities, Circulation	26	3%	135	15%	206	23%	519	59%	886	100%
Totals & Percent	582	4%	4,816	34%	3,332	24%	5,286	38%	14,015	100%
Source: Lexington-Fayette County Urban Service Area Future Land Use Map, adopted 4/30/01.										

### *Future Commercial Land Uses*

The commercial category found in Exhibit 6-1 includes Professional Service/Office (PS); Retail, Trade and Personal Services (RT); Retail/Office Mixture, requiring a residential component (RO); Downtown Mixed Use (DT); Mixture of Retail Trade, Personal Services and High Density Residential (RTHD); Mixture of Retail Trade, Personal Services and Professional Service/Office (RTPS); Highway Commercial/Interstate Commercial (HC); and Community Center (CC) future land use categories (described further in Section 6.1). Nearly 9 percent (4,750 acres) of the Urban Service Area is proposed for the uses included in the commercial development category.

Again, the distribution of the commercial land within the Urban Service Area varies considerably. Substantial retail exists, perhaps too much in some locations, especially in East Lexington. The

Commission needs to be cautious about zoning too much land for retail purposes, as such action may affect viability of existing retail. As with all land use categories, the land proposed is anticipated to provide more land than necessary for the immediate planning period to accommodate market demand and landowner timing of development issues. The extremes for percent of commercial land include the area south of New Circle, having the lowest percentage at approximately 6 percent. In contrast, the area east of New Circle, including the newly developing Hamburg Pavilion and much of the Expansion Area, has the highest percentage proposed for commercial development at nearly 13 percent. As noted below in the North discussion, additional retail land to serve the growing residential areas was an important recommendation of this plan north of New Circle. Nonetheless, this area has only

approximately 7 percent of the land area proposed for the commercial land uses. Inside New Circle Road, approximately 10 percent of the land is dedicated to commercial uses. Note that 51 percent of all vacant land proposed for commercial uses is found in the East planning area.

One important new concept impacting future commercial land use recommendations was the creation of a new shopping center type called the “Neighborhood Center Concept” (see Section 6.1).

### *Future Employment Land Uses*

The broad “employment” category used for analysis purposes includes Office, Industry and Research Park (ORP); Office/Warehouse (OW); Warehouse and Wholesale (WW); Light Industrial (LI); Heavy Industrial (HI); and Economic Development (ED) land use categories (described further in Section 6.1). This land use category comprises over 10 percent of the land within the Urban Service Area and is the category that is the least well distributed throughout the USA.

Historically, land to the north and northwest of downtown Lexington has been proposed for industrial uses. The location of large tracts of land in an area with few residential uses and with access to utilities, major roads, and rail was important historically for the siting of industrial uses. This has resulted in a significant portion of the employment land being developed in this North area of the community. As industrial uses have become less incompatible with neighboring non-industrial uses, proposals to allow residential development in this

It was determined that this is preferred over Convenience Shopping Areas and Neighborhood Shopping Centers. It is proposed as a small site, integrated into a neighborhood, with traditional neighborhood design requirements. One such center was proposed in the North area near the intersection of Greendale Road and Citation Boulevard. It is the recommendation of this *Plan Update* that this new concept have broader application in other areas of the community, providing neighborhood mixed use, retail and employment opportunities.

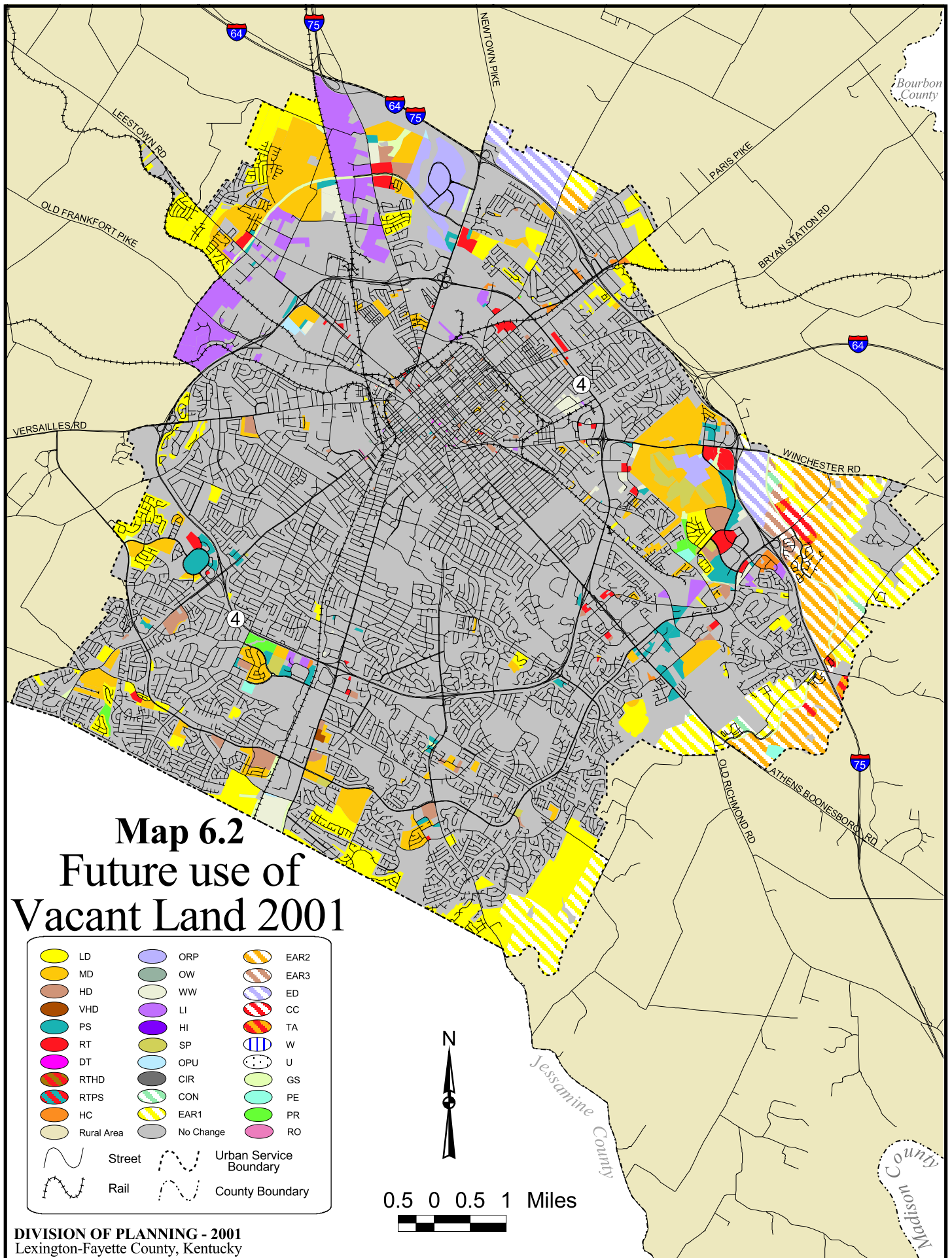
area have become more appropriate. Even with the redesignation of some of the land in the North area to non-employment uses, 27 percent of the land in this area has this designation, and 74 percent of all vacant land proposed for this use is located in the North planning area. In contrast, less than 2 percent of the land south of New Circle Road, 7 percent of the land east of New Circle, and less than 10 percent of the land within New Circle has this land use designation.

Efforts were made during this planning process to more efficiently and equitably distribute the employment opportunities throughout the USA. The impact of this disparity on traffic flow and resultant air quality issues, as a consequence of home to work travel needs, is significant and should continue to be considered in future land use planning efforts. A balance between the planning theory of separating incompatible uses and providing a full complement of uses in and around residential development needs to occur in future land use decision making processes.

### *Future Public and Semi-Public Land Uses*

As noted in the discussion of the base map development, significant refinements occurred in the depiction of street and circulation coverages, already identified rights-of-way, and greenspace on the 2001 map products. The broad “Public and Semi-Public” land use category includes Semi-Public Facilities (SP); Transition Area (TA Expansion Area Overlay); Other Public Uses (OPU); Greenspace/Open Space (GS) and Water (W); Public Education (PE); Public Recreation (PR) and Conservation

(CON) land use categories (described further in Section 6.1). As a result of the refinements discussed, the future land use map for this *Plan Update* includes major additional greenspace, greenways, and semi-public lands. Additionally, a decision was made to depict existing churches and other semi-public uses as their current use (if redevelopment was not currently anticipated) in an effort to encourage these uses to continue in their current locations. If reuse of those lands becomes



This page left blank intentionally

an issue, the Planning Commission should consider previous future land use recommendations for these sites and/or the land use of the surrounding area in their decision making process.

This land use category comprises nearly 17 percent of the total land use (just over 9,250 acres) within the Urban Service Area, second in area only to the residential land uses. This land use category is fairly well distributed across the USA, varying between 14 percent south of New Circle Road to 19 percent inside New Circle Road. Inside New Circle Road includes all land owned by the University of Kentucky. Of the 9,250 acres, approximately 27 percent (2,523 acres) of this land is designated as Public Recreation and/or Conservation, and another

23 percent (2,100 acres) as Greenspace/Open Space and/or Water.

The *1996 Parks Master Plan* indicated that Lexington-Fayette County generally has adequate park land to meet the needs of the growing population within the 20-year planning period (see Section 7.5 for additional discussion). In light of this, the *1996 Comprehensive Plan* suggested that some land designated for park land may be considered for sale to provide housing, particularly affordable housing, in parts of town which have little affordable housing. This concept continues to be supported in this *Plan Update* and should be considered by the Planning Commission in its zoning map amendment decision making process, where appropriate.

### *Future Circulation and Utilities Land Uses*

The Circulation (CIR) and Utility (U) land use categories have been refined in this plan process to more accurately reflect predominant automobile and rail circulation facilities, parking uses, and non-office utility facilities. Section 6.1 details the differences between roads shown on the land use maps as graphic images, versus roads included in the circulation calculations.

The refinement that resulted from the new definition of circulation significantly impacted the other land use category data. An analysis of the changes from the 1996 full land use to the 2001 future land use results in negative numbers in many major land use

categories, which may, in fact, have had additional land designated as that land use (See Appendix 3). This is often the result of land reclassified from that category to the circulation category as lands adjacent to roads. These were included in the circulation data layer and are now calculated to the edge of the pavement or the edge of the right-of-way, as opposed to street centerlines. The result is that, because of the new technology available to local planners, the data related to non-circulation land use categories more accurately reflects the land available for that use, exclusive of major roadways and rights-of way that historically have skewed these data.



## 6.3.4 Land Use Plan by Geographic Area

This section discusses land use issues, principles and recommendations by the four geographic planning areas discussed above. Exhibit 6-3 below presents the same numbers as are found in Exhibit 6-2, but it is analyzed in percentages by geographic planning area (also see Map 6.2). This is useful to consider

during the following discussion for the four geographic planning areas. Discussion of major planning concepts and some of the future land use changes that occurred in these geographic areas is also included in this section.

EXHIBIT 6-3										
FUTURE USE OF VACANT LAND (2001) BY GEOGRAPHIC REGION										
Major Land Use Categories	Inside New Circle Road		North of New Circle Road		South of New Circle Road		East of New Circle Road		Total	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Residential	350	60%	2,525	52%	2,805	84%	3,770	71%	9,450	67%
Commercial	88	15%	245	5%	199	6%	563	11%	1,096	8%
Employment	117	20%	1,911	40%	122	4%	434	8%	2,584	18%
Public, Semi-Public, Utilities, Circulation	26	5%	135	3%	206	6%	519	10%	886	6%
Totals	582	100%	4,816	100%	3,332	100%	5,286	100%	14,015	100%
Source: Lexington-Fayette County Urban Service Area Future Land Use Map, adopted 4/30/01.										

### *Inside New Circle Road*

The land area inside New Circle Road, which includes Planning Sectors 1 through 5, totals 17,752 acres. Nearly 60 percent of this is devoted to residential uses, 10 percent to commercial, 10 percent to employment, and 20 percent to public, semi-public, circulation and utilities. This area includes the historic core of the community. Note that only 582 acres in this planning area, approximately 3 percent of the area, was classified as vacant during the existing land use survey. Future uses may require redevelopment and use of available infill sites to meet changing land use needs.

This portion of Lexington's urban area is a product of structures and street systems built over the last 200 years. Development patterns reflect merged county and city infrastructure systems, and traffic generated by intense new development around the urban fringe, as well as the inner-city area. As noted above and discussed in more detail in the *Residential Infill and Redevelopment Policies* currently underway (Section 5.4), this area requires attention for infill, redevelopment, and preservation, as well as consideration of potential traffic and

infrastructure issues that may arise as land uses change density and intensity. Some of the critical planning issues identified for the downtown area over many years of planning include the following: conflicts between residential and non-residential uses, especially in older industrial districts; reduction of inner-city industrial intensity (i.e., conversion and/or demolition of old tobacco warehouses); increased inner-city residential density; infill and redevelopment of older transition neighborhoods; provision of a variety of retail services for inner-city redevelopment; preservation of stable residential neighborhoods; conservation of remaining environmentally sensitive areas; and consideration of potential traffic conflicts along major arterials. These issues were considered during the evaluation of the numerous proposed land use changes considered during this planning process. A number of land use changes were approved within the boundary of New Circle Road (see Appendix 2).

The downtown area is generally defined by Planning Sector 1. It includes the intense downtown core, the mixture of uses in the downtown frame, and

portions of several neighborhoods on the edge of downtown. Downtown planning issues are discussed in more detail in Section 6.5 of this *Plan Update*. Over the years, many different planning studies have identified issues that continue to need to be addressed in the downtown area. Based upon these efforts, one of the major themes of this *Plan Update* (Chapter 2) is promoting the downtown as a central focal point for commercial, office, governmental and cultural activities for the Bluegrass region, with attendant residential maintained, enhanced and increased. The need for a more detailed downtown planning effort is discussed in Section 6.5.

As noted before in the future land use methodology, careful consideration of proposed infill and redevelopment areas occurred in this update process. To this end, in and around neighborhoods near downtown there are frequent cases recommending continued residential use or residential reuse of land previously zoned commercial or industrial. While recommended in previous plans, these areas were reviewed by the staff to refine and/or make reasonable and defensible recommendations in this *Plan Update*.

The area north and northeast of downtown (Sector 2) is an older part of town that contains many viable neighborhoods with potential for redevelopment and residential intensification. Balancing the desire to protect existing historic neighborhood character and density with the potential for appropriate increased density was discussed during the *Residential Infill and Redevelopment Policies* planning process (Section 5.4). The future land use map for residential land in this area generally depicts existing land use densities rather than zoning. Some neighborhoods are pursuing rezoning or historic overlay designation to preserve the current character.

The new minor league baseball field, Applebee's Park, on the North Broadway corridor near New Circle, is anticipated to have a positive impact on the redevelopment of nearby available retail space in the area. The Lexington Legends completed their first year as a team in 2001 and generally had high attendance and a dedicated fan base. The 20.8-acre shopping center, where the ball field is located,

has been designated for future retail uses in this *Plan Update*. Support retail services may occur in this area.

Redevelopment of old public housing projects may also have a significant impact on the northern area inside New Circle Road. The Charlotte Court area has been razed and is being redeveloped as a single-family neighborhood with appropriate land use designation. A similar proposal is being pursued for the Bluegrass-Aspendale area. New single-family affordable housing has already been developed in the Elm Tree Lane area. This area has also benefited from a new medical clinic in the area. Major school renovations and construction of a new elementary school are being considered in this area close to downtown. Such projects could be very beneficial to the viability of downtown.

The neighborhoods east and southeast of the downtown area (Sector 3) are generally stable older neighborhoods, many of which have seen positive redevelopment and infrastructure improvements over the last few decades. Neighborhoods closer to the University of Kentucky, much of which is within this planning area, have struggled with accommodating the encroaching student population while desiring to protect existing historic neighborhood character and density. Again, the *Residential Infill and Redevelopment Policies* planning process (Section 5.4) attempted to address many of these concerns. The Mt. Vernon/Hollywood neighborhood was redesignated as Low Density on the 2001 future land use map in response to neighborhood efforts to downzone the area. Some neighborhoods in this part of town are also pursuing rezoning or historic overlay designation to preserve the current character.

The southwest quadrant inside New Circle Road (Sector 4) had a number of land use change requests as a part of this *Plan Update*. Requests in the Pasadena/Stone Road area allowed the Commission to address the uniformity of residential density and type in this general area. The Commission approved approximately 14 acres of future Medium Density residential, split between Stone Road and the southwest corner of Pasadena

and the railroad tracks, allowing some diversity of the housing stock to be developed in this area.

Other changes relate to the redevelopment of Pasadena between Nicholasville Road and Reynolds Road. Approximately 3.3 acres (9 existing residential lots) in this area were designated RT, with the recommendation of an office mix, as well as the connection of Huguenard Drive to Pasadena Drive and the required frontage road interconnectivity.

The planning area to the west of downtown (Sector 5) has a wide variety of primarily non-residential issues. The growing need for retail services to meet the demand of the growing population outside New Circle Road on the Leestown Road corridor created a number of future land use discussions in this corridor. The desire to ensure the continued viability of existing retail along the Leestown corridor, in conjunction with the knowledge that future retail is planned outside New Circle on Leestown, allowed the Commission to determine that no substantial new retail was currently needed in this corridor. A limited retail site has been permitted at the southeast corner of New Circle and Leestown Roads, in conjunction with other uses that will allow some non-residential development of this property, as well as acquisition of a portion of it for use by LFUCG for sewer treatment plant expansion. Additionally, closer to town on Leestown Road, west of Forbes Road, this area was slated as a potential redevelopment site to complement an existing retail center across Leestown. This area was designated as future Retail/Office mix, including a residential component.

A new issue that may have an impact on local future land use planning is Fayette County's growing Hispanic population. Significant concentrations of Hispanic families and workers have located in the Cardinal Valley area. Support services, such as tenant rights, medical fairs, and educational services

are being provided by a variety of social service and educational agencies. The demand for housing for large and/or extended families is discussed briefly in Section 5.5. Ensuring that adequate land is available for affordable, healthy, safe housing is an important role that land use planning can play. Other LFUCG Divisions can ensure that residences and community facilities meet the needs and requirements of these issues and that these facilities are maintained and rehabilitated, as necessary.

The South Broadway corridor is another area of discussion in this Planning Sector. In accordance with the new "sunset" policy described further in Section 6.5, relevant portions of the South Broadway Small Area Plan were incorporated into this *Plan Update*, along with modifications (RO between Nelms and Curry and OW along Angliana) to reflect recent or ongoing redevelopment of properties in this corridor. The impact of the Newtown Pike Extension to South Broadway at Bolivar, and across South Broadway to Scott Street, will be examined in more detail during the land use component of the ongoing Newtown Pike engineering study. Additionally, the Mayor's office is considering funding a Small Area Plan for the redevelopment of Angliana Avenue and the area along South Broadway to Red Mile Road that may result in modified recommendations for this area. It is the desire of the Planning Commission for the Red Mile to continue as a viable harness racing track and an asset to Lexington's tourism industry; therefore, the Red Mile area is shown as semi-public on the future land use map. However, Commission discussion and action indicated that if redevelopment becomes imminent on the 204.7-acre site, the alternative future use should be primarily residential with a small mixed-use component. The details of this mixed-use component should be determined later as part of a Small Area Plan.

### North of New Circle Road

As noted earlier, the planning area north of New Circle Road includes Planning Sectors 6, and 7, and Sub-Area 8A. This North planning area contains 11,523 acres of land within the Urban Service Area, north of the Lexington and Ohio Railroad on the west, and Winchester Road on the east. Less than 50 percent of this planning area is devoted to residential uses, with nearly 7 percent commercial; 27 percent employment; and almost 20 percent public, semi-public, circulation and utilities. Approximately 4,800 acres were classified as vacant or horse farm during the existing land use survey, but development is ongoing and is occurring rapidly in this area. Approximately 52 percent of the vacant land is slated for future residential development, while 40 percent is planned for future employment and 5 percent for commercial uses.

Also noted earlier in this Section, this area has historically contained much of the employment land for the community. Within the last decade, significant residential development had begun to occur in this area, and the demand for additional residential growth opportunities in this area continues. As a result, over 100 acres along Greendale Road, previously designated as future industrial, but never developed, are now indicated for residential development. Additionally, 85 acres north of Spurr Road, bounded by the federal prison, the interstate, and the railroad tracks, were added to the Urban Service Area and are indicated as future residential, with notes related to development (see Appendix 2). As noted in the discussion of Sector 7 below, additional residential was added in this area as well.

As noted in the Inside New Circle Road discussion, the Leestown corridor and the ongoing Masterson Station development (found in Sector 6) was an important discussion area during this *Plan Update*. The growing residential development in this area has related urban needs. A number of small land use changes occurred in the corridor between New Circle Road and Masterson Station Park, primarily to Professional Services/Office (PS). The Commission noted that this corridor is an important gateway into the community; and as it develops, the nature of the corridor needs to be explored in

more detail through a future corridor planning effort. Additionally, the desire to make the growing Masterson Station area a viable neighborhood that would meet many of the needs of the local residents in areas near the neighborhood resulted in various recommendations for that area. These recommendations related to the siting of a new fire station and library in the area, the proposed relocation of Linlee School from Georgetown Road into the neighborhood, and the first proposed new Neighborhood Center Concept northwest of Greendale Road and Citation Boulevard. The timing of some of the development in this area needs to be tied to the construction of the next phase of Citation Boulevard from Georgetown Road to Leestown Road.

The *1996 Plan* described implementation of the *1998 Plan*'s proposals related to Coldstream Farm (Sector 7), due north of downtown. Citation Boulevard has been completed in this area from Newtown Pike to Georgetown Road, making it more readily available for future development. A significant greenway is also part of this development and was the site of the first "Reforest the Bluegrass" tree planting effort. While the Coldstream Farm area has had some development in conformance with the Office Research Park concept planned for this area, marketing of this concept has been slow. This fact, combined with the need for additional residential in the north, with accompanying retail and office services, led the Commission to change the future land use for the area on the northeast corner of Georgetown and Citation to a mixture of residential densities (180 acres). The future land use recommendation also included 24 acres of retail, as well as areas for Office and Wholesale/Warehouse along the Georgetown corridor. Additionally, the Commission indicated that the 63 acres owned by UK between the corner property and the greenway might be an appropriate place for future residential development if the University determines it does not want to pursue office research park development in this area.

In addition to the need to provide for more residential growth opportunities in this North planning area,



the need for additional retail was discussed in some detail. Considerable highway commercial type development exists in this area, particularly along the non-limited access part of New Circle Road. The need for other types of retail, including but not limited to, “sit-down” restaurants and retail other than groceries and discount big-boxes, led to requests for additional retail designation in this area. Acknowledging that a retail site was already planned for the intersection of Citation Boulevard and Leestown Road, where a grocery store is anticipated; and acknowledging that a big-box site was planned for the southeast corner of Citation Boulevard and Georgetown Road, the Commission carefully considered options for meeting the additional retail needs of the growing residential population, as well as the population that works in the area. Therefore, in addition to the 10-acre mixed-use Neighborhood Commercial Center approved at Citation and Greendale, and the 24 acres approved at Citation and Greendale, a 30-acre retail site was approved, with notes, along Newtown Pike at the point that Phase 3 of Citation Boulevard would intersect it. Approval of proposed retail development in these areas needs to be carefully weighed with the viability of existing retail

in the area. Vacant future commercial land continues to exist on New Circle Road, and the potential to redevelop older disconnected commercial sites in a unified development should be considered, particularly in light of plans to improve New Circle Road and to limit future access points. The completion of Phase 3 of Citation Boulevard between Russell Cave Road and Newtown Pike would also support the proposed residential and retail developments in the North planning area, as well as assisting with traffic congestion on New Circle Road.

The proposed widening of New Circle Road will impact the entire North planning area. While no specific land use changes occurred with Planning Sector 8A, this area will be impacted by these plans as well. To facilitate the improvements to New Circle Road, the Commission should develop a policy of requiring driveway closures along the entire northern portion of New Circle when redevelopment is proposed. Enabling the northern portions of New Circle Road to accommodate more free-flowing traffic, with limited shared accesses and interconnectivity between developments, would benefit not only the traffic and air quality concerns, but the viability of the businesses as well.

### *South of New Circle Road*

As noted earlier, the South of New Circle Road planning area includes Planning Sectors 10 and 11 and Sub-Area 9B. This South planning area contains approximately 14,800 acres of land and includes those properties within the Urban Service Area located south of the railroad tracks, southeast to Armstrong Mill Road. This planning area has developed considerably throughout the 1990s and is heavily residential, with residential use comprising 77 percent of the land use in the area. Approximately 6 percent of the planning area is commercial; less than 2 percent is employment; and 16 percent is public, semi-public, circulation and utilities.

A number of small land use change requests were approved within this planning area, primarily reflecting zoning map amendments or development plans that were already approved. In an effort to

support a long-term goal of providing additional employment opportunities in the south serving the many residents in this area, some additional Professional Service was approved at the southwest intersection of Tates Creek Road and Man o' War Boulevard.

Approximately 22 percent of the South planning area was identified as vacant land during the existing land use survey. Future use of vacant land figures in the South show a strong dominance of residential development (proposed for 84 percent of the vacant land). Although there is a significant amount of retail in the South, it comprises a smaller percentage of the overall development in that area than in the other planning areas of Lexington. Similarly, employment generating land uses comprise a smaller percentage of total uses than in other planning areas of



Lexington. Combined with other market considerations, continued zone change requests for additional retail and some professional office lands can be anticipated. The high demand may create a good market for creative mixed-use proposals. Because of the potentially significant negative consequences of excessive retail development, there should be considerable caution in reviewing such proposals. However, good proposals, where the majority of land use conforms to the land use plan and additional uses are sensitively and constructively mixed in to further plan goals and objectives, may merit further consideration.

The nature of development along Man o' War Boulevard has been an issue in the past, particularly

in limiting the amount of retail and other non-residential uses, and in minimizing the potential negative aesthetic impact of residential rear yards along the corridor. In the future, compatibility with traffic noise along Man o' War, New Circle Road, I-75, and other large volume roadways should be expected to become more significant issues. Experience along I-75 shows that the usability of the rear yards can be greatly affected by the noise. Among the best techniques for noise mitigation are depressed road design, earthen berms and barrier walls. The usable buildings themselves may also be located and designed to act as noise barriers, giving some privacy and protection to specific outdoor spaces nearby.

### *East of New Circle Road*

The East of New Circle Road planning area includes Sub-Areas 8B and 9A and Sector 12. This area contains approximately 10,600 acres of land and includes those properties within the Urban Service Area located between Armstrong Mill Road and Winchester Road, including a majority of the Expansion Area across I-75. As noted earlier, this is a newly developing part of the urban area and has seen considerable growth in the 1990s. The future land use plan for this East area proposes that approximately 62 percent of the land be devoted to residential uses, with nearly 13 percent commercial; 7 percent employment; and almost 20 percent public, semi-public, circulation and utilities. Of the 10,600 acres, fully half of the land was classified as vacant or horse farm during the existing land use survey. Limited existing development was in the Expansion Area when the existing land use survey was completed. Of the vacant and horse farm land, 71 percent is slated for future residential development.

Based upon public and Planning Commission desires, discussion related to potential changes to the land uses and/or the boundary in the Expansion Areas was very limited. Some changes did occur, related to the relocation of the boulevard and the related shift in adjacent uses, as well as the addition of 56 acres of Transition Area designation to reflect

existing churches on Todds Road east of the I-75 underpass. Additionally, four acres just outside the USA boundary on Hume Road was changed to a future use of Buffer, and notes were added to the 15.0 acres at the intersection of Winchester and Hume Roads regarding the possibility of a future semi-public use in this area.

Other changes in this planning area include a reworking of the Hamburg development proposal to accommodate a proposed golf course and accessory uses. Notes are tied to the future land use in this area. A library, fire station, and elementary school site are also proposed in this area to serve the growing population. Discussion related to the importance of the interconnectivity of the road network in this proposed development including the importance of interconnectivity with Trade Center Drive.

This planning area also included an adjustment to the USA boundary at the intersection of Chilesburg Road and Athens-Boonesboro Road. Approximately 82 acres were added to the urban area in this location: 62 as future EAR-2 land and 20 acres for a new middle school site. This includes the incorporation of a number of existing rural residential lots along Athens-Boonesboro Road into the USA boundary.

### Rural Activity Centers

The *1980 Plan* presented the concept of Rural Activity Centers that recognized the existence of established non-residential developments in the Rural Service Area of Fayette County. Four significant areas of the community were identified as Rural Activity Centers in the *1980 Plan*: the Airport, Avon, Blue Sky and Spindletop. (See Map 5.1 in Chapter 5 of this *Plan Update*.) This *Plan Update* continues to utilize this important concept, as did the *1988 and 1996 Plans*.

The four Rural Activity Centers are generally characterized by non-residential uses and existing urban zoning. The concept allows appropriate use, to the maximum extent possible, while limiting urban uses within definite boundaries. These four areas serve primarily as employment centers and feature a higher intensity of land use than is found elsewhere in the Rural Service Area.

As discussed in the Goals and Objectives, the Rural Activity Center boundaries are to be unchanging to ensure the protection of rural farm uses; to prevent inappropriate growth pressures on farmland; and to eliminate premature and costly non-contiguous growth, unless considered as a part of a comprehensive plan update or a specific Small Area Plan.

Adequate screening and buffering should be provided as new development occurs to protect surrounding agricultural and residential properties from any negative effects of the more intensive uses contemplated for the Rural Activity Centers. No industrial development should be permitted unless the site has access to sanitary sewers.

Each Rural Activity Center is envisioned as a small, freestanding Urban Service Area with a predetermined, limited range of urban functions. Only non-residential uses are proposed for these areas, due to past zoning commitments, development conditions and the high cost of public investments. Other permitted uses include those specific public facilities and services that are necessary to accommodate the planned development.

The future land uses proposed for the Rural Activity Centers in this *Plan Update* retain the same development objectives as outlined in the *1980 Plan*. The principal land uses and functions of the four centers are listed below.

Airport:	Other Public Uses
Avon:	Light Industrial, Warehouse
Blue Sky:	Light Industrial, Warehouse, Interstate Commercial
Spindletop:	Professional Service (Office)

Numerous requests related to the Airport and Blue Sky Rural Activity Centers occurred during this update process. Most were rejected after considering the wide variety of pertinent policies and factual information. A citizen-based Versailles Road Corridor Study (see Section 6.5.7) recommended a number of different land uses adjacent to or near the Blue Grass Airport. Individual landowners requested that the Planning Commission consider these recommendations. Among other considerations, the recently adopted *Rural Service Area Land Management Plan* and the *2001 Plan Update's* adopted Goals and Objectives did not support such suggestions. None of the requests in this area were approved.

Numerous future land use requests were also received for properties in the vicinity of the Blue Sky Rural Activity Center (RAC). Among other policies and issues impacting these decisions was a chronic problem with the private wastewater treatment plant that serves this area. This treatment plant continues to be a problem and will impact the developability of land currently within the Blue Sky RAC boundary. The one exception was the addition of six acres on the east edge of the Blue Sky RAC on Athens-Boonesboro Rd. This land had been negatively impacted by adjacent development within the RAC boundary, as the house and lot predated the neighboring intense urban type development; and it was the only lot of its size in this vicinity. The Planning Commission approved bringing the property into the RAC and designated it as Light Industrial.

## 6.4 DOWNTOWN PLANNING FRAMEWORK

The need for an implementable Downtown Plan for Lexington has been the topic of discussion for many years. In the year 2000, the Mayor's Downtown Revitalization Initiative formed four task forces to examine various facets of downtown life: Housing, Urban Design and Quality of Life, Transportation, and Land Assembly and Economic Advancement. Numerous short-term ideas were generated from this task force, many of which are beginning to be implemented. The task forces also reiterated the need for a comprehensive Downtown Plan and a Downtown Coordinator staff position. Funding of these is currently under consideration.

Lexington's downtown is poised for new growth and redevelopment as the hub of the Urban Service Area. Despite vigorous suburban growth, the downtown remains the employment and residential hub of the community, with 2.2 million square feet of office space, employing approximately 12,000 people, and comprising over 1,300 businesses. Over 5,200 people maintain permanent residence in downtown and more than 39,000 people live within 2 miles.

A major component of the downtown economy is the hotel and convention business, with 775 hotel/motel rooms supporting the Lexington Convention Center. The Convention Center, which is currently undergoing a \$45 million renovation, contains 66,000 square feet of exhibit space and the 23,000-seat Rupp Arena. There are a variety of other infill and redevelopment projects underway in the downtown area, including the construction of a new 250,000 square-foot County Courthouse and Courthouse Complex with associated open space; redevelopment of the existing historic courthouse as an art and history museum; development of an arts center; and the arterial extension of Newtown Pike (from Main Street to South Broadway). There is also a strong residential redevelopment market surrounding the district.

The downtown serves as the central business district of the urban area, as well as the regional center of central and eastern Kentucky. Lexington is the medical and financial center of the region, and is also the home of the University of Kentucky and Transylvania University, both of which are experiencing record growth and have several major construction projects planned and underway.

Three planning efforts that have downtown emphasis are currently preparing to move forward. These include a neighborhood land use plan in concert with the Newtown Pike Extension design

work. This plan will analyze issues of the neighborhoods at the west end of downtown, as well as neighborhoods along South Broadway and the impacted areas northwest of the University of Kentucky campus. The relationship with the University of Kentucky is key to the strength of Lexington's downtown and should be fundamental to this and other downtown planning efforts. To this end, a second proposed Small Area Plan would examine the Limestone, Martin Luther King, and Rose Street corridors between Main Street and Euclid Avenue for potential redevelopment and improvement of pedestrian and vehicular connections between the University and downtown. One additional study is proposed for the fringe of the downtown area, examining redevelopment potential for the Angliana/South Broadway area between the railroad tracks and the Red Mile Harness Track.

In addition to these small area plans, the city should prepare a revitalization plan to develop a vision of what the downtown should be, and what it should become. Based on the history of previous downtown planning efforts and the Mayor's downtown initiative last year, the plan could be addressed in two phases, with the first phase addressing four fundamental ideas, as follows:

- **Organization:** Build consensus and cooperation among public and private groups and individuals. Identify possible funding sources for revitalization activities. Develop an organizational structure to manage the downtown and its economic revitalization over the long term.
- **Economic Restructuring:** Strengthen the district's economic base through an analysis determining the district's role in the city's economy and what the opportunities are. Develop an economic revitalization strategy.

- **Promotion:** Analyze the city's current promotions structure and management of the combined programs to attract trade, investors, residents, and visitors. Develop a long-term program to determine the programmatic needs for the outdoor spaces in the district.
- **Design:** Analyze the current development and design regulations and incentive programs affecting the district. Prepare preliminary recommendations.

The first phase will set the framework for the second part: the physical plan. The structure of the physical plan would be based on the recommendations of the first phase. Both phases should be community-

based, with extensive involvement from the surrounding neighborhoods. This should include both project scheduling and determination of the study area boundaries, which should also include the "frame area" neighborhoods surrounding downtown. The physical plan should conclude with a step-by-step implementation program that can be adjusted over time, but initiates the process with recommended priorities, assigned responsibilities, and funding sources. The benefits of an implementable plan that focuses on downtown could result in benefit to the more suburban parts of the urban area, as well as throughout the region that Lexington serves.

### 6.5 SMALL AREA PLANS

#### 6.5.1 Small Area Plan Approach

The *2001 Comprehensive Plan Update* proposes broad, general land use and public facility recommendations for the entire Urban County, including both Urban and Rural Service Areas. In some instances, smaller areas of the community have had a Small Area Plan (SAP) adopted, which refined previously adopted comprehensive plans and provided a greater level of detailed planning for that area of the community. In many ways, these Small Area Plans (SAPs) are the building blocks of the *Comprehensive Plan*, particularly for older parts of the city where conservation and redevelopment needs are greatest. The small area planning process allows a more detailed look at existing physical, cultural, and social conditions of a defined area. It allows residents, business owners, and employees of a neighborhood to have input into a plan being generated for their particular part of town. It should be an ongoing part of the overall planning process for the Urban County.

As a part of the *2001 Plan Update*, staff inventoried and assessed the progress of eighteen approved Small Area Plans dating back to 1976. A summary of the five SAPs and three corridor studies developed since 1990 is included in this section of the *Plan Update* (Map 6.3). The analysis of these SAPs provided a basis for refinements in the *2001 Plan Update* that are sensitive to the specific needs of smaller neighborhood areas.

The detailed planning of smaller areas or neighborhoods to guide the quality and quantity of growth in the urban area has been utilized in Lexington and Fayette County since shortly after the adoption of the Urban Service Area concept in 1958. The *1973 Update of A Growing Community* (the comprehensive plan) identified 77 distinct small areas/neighborhoods for detailed planning within the Urban Service Area. The areas ranged in size from 75 to 1,973 acres, and each area was given a name and definite boundary. The

intention was that each "small area or neighborhood be designed to be an entity in itself and to have its own distinct boundaries such as major arterial streets, freeways, or railways."

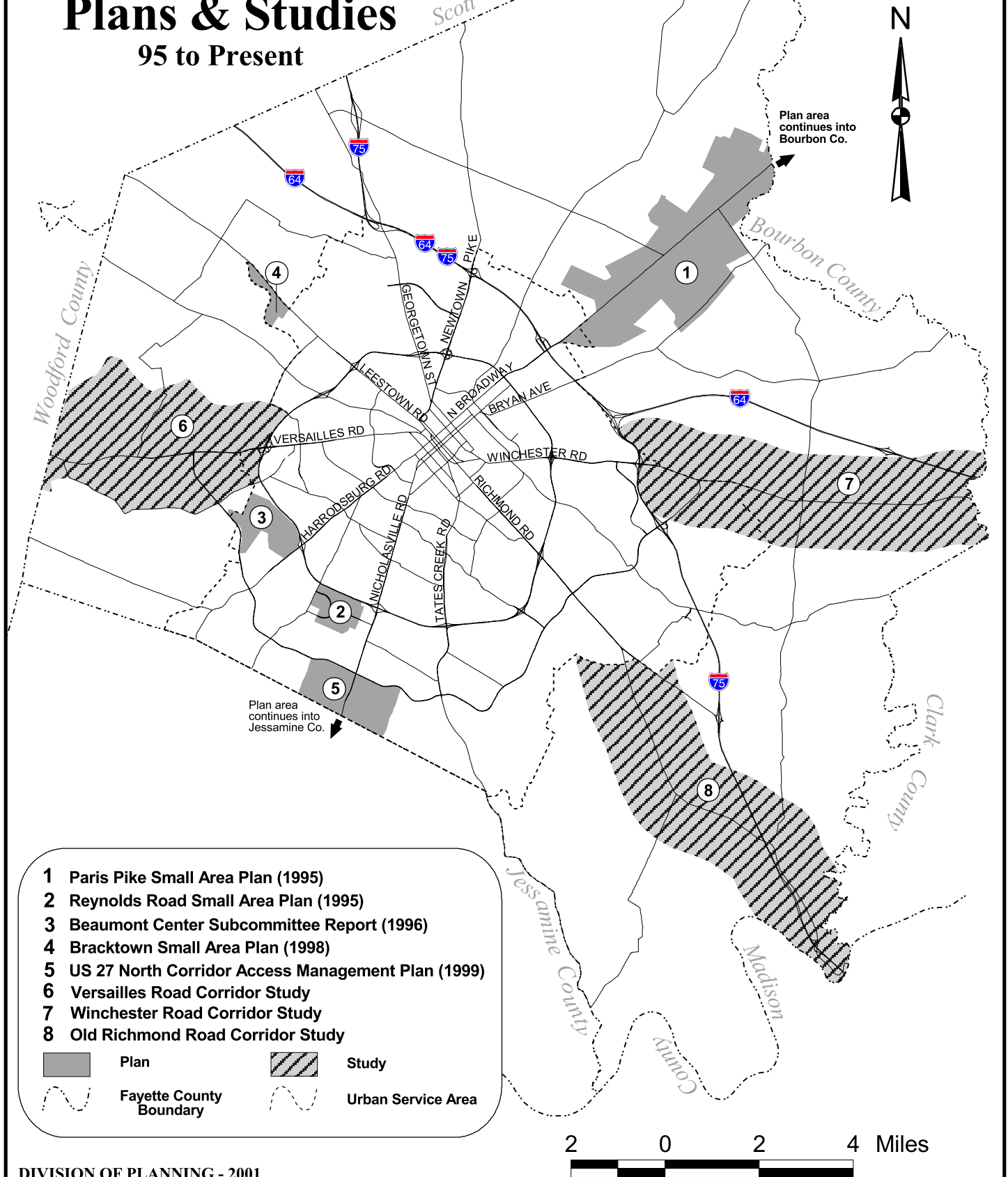
The Sub-Area/Small Area Plans are responsive to particular conditions, needs, and problems of neighborhoods and provide greater detail than the current *Comprehensive Plan Update*. These plans examine the relationships between residential and non-residential uses and make recommendations to reduce land use conflicts. However, due to the age of many of the plans, this *Plan Update* recommends a "sunset" policy. Recognizing that pertinent land use, transportation and other recommendations are regularly incorporated into the full comprehensive plan, the Planning Commission will review and, if necessary, update plans older than 10 years. Any plan amendments not updated, or portions of such older plans not specifically included in a comprehensive plan update that occurs



# Map 6.3

## Selected Small Area Plans & Studies

### 95 to Present



DIVISION OF PLANNING - 2001  
Lexington-Fayette County, Kentucky



This page left blank intentionally

after a plan amendment is 10 years old, will no longer have full standing as adopted elements of the plan update. In such cases, they are still invaluable reference materials for plan updates, for prioritizing and selecting where to write future Small Area Plans, and for other decisions implementing details of the current plan.

The methodology for formulating Sub-Area/Small Area Plans follows the traditional neighborhood planning approach. Planners organize and assist neighborhoods in identifying needs for community development and public improvements. Then specific goals or objectives may be developed for the neighborhood, building upon the adopted Goals and Objectives of the currently adopted plan. These needs and directions are developed into recommendations to improve land use, zoning, housing, circulation, social conditions, and public facilities and services to meet each neighborhood's specific needs. A clear definition of residential and non-residential land uses and zoning recommendations promotes neighborhood stabilization and revitalization. Often specialized projects or implementation tools are recommended to address neighborhood specific concerns. The resulting Small Area Plans conform to statutory

requirements and serve to amend and refine the current plan.

In the 1980s and early 1990s, Small Area Plans were completed for Irishtown/Davistown, Northside, East End, North University, Aylesford-East University and South Broadway. Since 1991, plans have been completed for the following Small Areas: Coldstream, Paris Pike, Reynolds Area, Bracktown, and US 27 Corridor. For four areas, Beaumont Centre, Versailles Road Corridor, Winchester Road Corridor, and Old Richmond Road Corridor, reports have been developed that, while not fully adopted comprehensive plan amendments, document pertinent planning information and relevant public input. The Planning Commission in other actions has approved some specific, appropriate recommendations from these reports. A brief summary of each of the Small Area Plans and studies that are less than 10 years old follows. These plans amended and generally superseded previous plans. Pertinent elements of these plans have been incorporated into the *2001 Plan Update* Land Use Element. Portions of the following previously adopted plans not specifically amended here are to remain in effect within the context of this plan.

### 6.5.2 Paris Pike Small Area Plan (adopted 1995)

The *Paris Pike Small Area Plan* (Area 1 on Map 6.3) was the result of community concerns and an effort to resolve a 20-year-old lawsuit, which arose as a result of proposed improvements to and reconstruction of a 12.1-mile section of US 27/68 between Lexington and Paris, known as Paris Pike. In 1993, the Lexington-Fayette Urban County Government, the City of Paris, and Bourbon County signed an Inter-Local Agreement that set the framework for a "cooperative process of reconstructing the Paris Pike in a manner which would preserve the roadway's unique historic and scenic character."<sup>3</sup> The Agreement also created an inter-county Paris Pike Corridor Commission to oversee the planning and implementation process and authorized the Commission to undertake a two-county Small Area Plan process for the 11,523 acres included in the identified corridor. The consulting firm of Scruggs and Hammond, Inc. worked with the Corridor Commission over a six-month period to draft the text and maps of the *Paris Pike Corridor Small Area Plan (SAP)*.

The planning process divided the corridor into three primary planning areas. Two of these areas are the urban/rural transition areas at either end of the corridor, approximately 1½ miles each; and the third is the nine miles of rural area between the two transition areas. Different land use strategies are recommended for these different areas.

<sup>3</sup> Paris Pike Corridor *Small Area Plan*, 1995, p.1.

### Paris Pike Small Area Plan (continued)

The major recommendations for the three planning areas were as follows:

#### *Land Use*

The primary recommendations of this *SAP* included proposed land uses that would preserve the essential character and integrity of the historic and scenic corridor in both counties. The existing land use inventory conducted as a part of the *SAP* indicated that over 97 percent of the land is used for agricultural and agriculturally related uses. Much of the land in the corridor – road, rail, fences, and buildings — is essentially unaltered since the mid-1800s.

One of the special planning objectives of this *SAP* is the view shed concept. This is based on the premise that people's perception of the quality of the corridor is based on what they see as they drive along the corridor. View sheds are literally defined by the topography of the landscape, with ridgelines and tree lines defining the extent of the view from the road. In some areas, the limits of a view shed can be quite a distance. The *SAP* identified a 1,000-foot primary view shed on either side of the reconstructed road in the rural areas and recommended fairly restrictive rural and agricultural future land uses within this area. At the same time, it recommended conformance with current agricultural zones in the respective county outside the 1,000-foot view shed area, but within the study area.

The *SAP* also recommended that gateways to Lexington and Paris should be created within the urban/rural transition areas at either end of the corridor by proper land use, appropriate parcel size, and design guidelines. The *SAP* recommended that the land use for the transition areas be consistent with adopted comprehensive plans for Bourbon and Fayette Counties but that it incorporate design guidelines, as appropriate.

Additionally, a conservation/scenic easement recommendation was made for the preservation and protection of such landscape features as the savanna woodlands and riparian landscape of Elkhorn and Houston Creek Corridors. A program to acquire these easements has not yet been established.

#### *Zoning*

The *SAP* recommended a new agricultural zone within the viewshed in the rural planning area; however, the Corridor Commission chose to recommend an overlay zone with greater road frontage requirements and greater minimum setbacks, as well as greatly restricted principal permitted and conditional uses. This overlay zone has since been adopted in both counties. In Fayette County, the overlay zone is Article 24 of the Zoning Ordinance. Additionally, Fayette County has subsequently adopted county-wide a 40-acre minimum lot size in the A-R zone, which includes much of the land along Paris Pike and will be instrumental in implementing preservation concepts.

The Paris Pike Corridor Commission and the Bourbon County planning staff are currently drafting an overlay zone for the Paris end transition zone. The Fayette County planning staff believes that the newly adopted rural zoning requirements in Fayette County will adequately protect the Fayette County end.

The final recommendation of the *SAP* is that an Historic Overlay Zone be established for the entire designated study area. This has not been discussed recently, but the adopted overlay zone may accomplish this recommendation as well.

#### *Transportation*

The entire premise of the *Paris Pike Small Area Plan* relates to proposed improvements to, and reconstruction of, the 12.1-mile section of US 27/68 between Lexington and Paris. The details of the road improvements and related design requirements are a separate planning effort and are not a part of this *SAP*. Road improvements are currently in various stages of construction along different segments of the road between I-75/64 in Fayette County and Paris in Bourbon County.

### 6.5.3 Reynolds Road Small Area Plan (adopted 1995)

The *Reynolds Road Small Area Plan* (Area 2 on Map 6.3) was initiated when the R. J. Reynolds Company donated this 453.48-acre site to the National Development Corporation, an organization that creates job opportunities and generates investment in distressed areas. This infill site is located south of New Circle Road between Nicholasville Road and Clays Mill Road. Of the total 453+ acre site, 244+ acres are located on the north side of Reynolds Road and are bounded by New Circle Road and the railroad tracks, and 209+ acres are located on the south side of Reynolds Road. This site is a large infill site that had been zoned primarily I-1 and I-2 (Light and Heavy Industrial, respectively). It had been cleared of most of its industrial structures and had sat vacant for many years. Redevelopment for industrial purposes was of concern. Land use compatibility, especially along the southern boundary, stormwater drainage and traffic impact were three of the biggest issues.

This planning process utilized an appointed citizens' committee that included over 25 members. Over the two-year planning period, numerous citizens' meetings and workshops were held. Ultimately the final recommended *Reynolds Road Small Area Plan (SAP)* was modified during litigation, and the modified *SAP* was incorporated into the *1996 Plan* text and maps.

Recommendations that need to be followed up on include the following items:

#### *Land Use*

This two-year small area planning process concluded with the adoption of a fairly detailed plan that included a variety of land uses for this large infill site. It also stated that the 48.7 acres slated for industrial development could not include auto dealerships, billboards, trucking terminals or warehouses. Site design requirements included major greenspace, stormwater drainage and transportation improvements. A subsequent court case and resultant agreements with surrounding neighborhoods overrode some of the earlier recommendations. The final detailed land use refinements in the *1996 Plan* incorporated those changes.

Retail development that is underway is in conformance with the 40 net-acre and 400,000 square foot limits on retail space, but it does not appear to be a pedestrian friendly design. The road improvements, especially the railroad underpass reconstruction, which was originally to precede any retail development, is now programmed to occur after the retail opening in accordance with the court decree.

#### *Zoning*

The *SAP* recommended a single rezoning of this property in conformance with this *Plan Update*.

The rezoning has occurred in conformance with the modified future land use recommendations finalized during litigation. The *SAP* recognized important design and community character issues and recommended that these be addressed through the design review process for the properties in this planning area. The *SAP* included the recommendation that this review process, requiring careful coordination between the Planning Services' staff, the Planning Commission and the developers of the property, include provisions to adequately commit future landowners to the implementation of the plan.

#### *Housing*

The *SAP* recommended that all houses along Wellington Way and Post-Reynolds Connector front on these streets. This principle is being included as a requirement in the review process that occurs at plat submission.

#### *Transportation*

Significant transportation improvements are a part of the *Reynolds Road SAP*. The tying of development approval to road improvements is critical to the entire plan – the timing of some of the recommendations was modified by the court case. The interconnectivity of streets is a critical design

### Reynolds Road Small Area Plan (continued)

and character feature that must be implemented by future developers and ensured by planning staff and the Planning Commission. These improvements include the following:

Wellington Way has been extended eastward to the point where the Reynolds-Post Road connector meets Reynolds Road. A roundabout has been constructed at the juncture of Post Road, Wellington Way, and Reynolds Road. Funding has been allocated for the widening of the railroad overpass and the road under the railroad overpass. Improvements to Reynolds Road from the roundabout to the railroad tracks include boulevard design.

#### *Utilities*

Alleviation of storm drainage deficiencies is a central goal of the *Reynolds Area SAP*. Whenever feasible, developers are required to reduce the rate and volume of stormwater discharge from the site to a greater extent than required by Fayette County's Subdivision Regulations. The *SAP* required detailed watershed/stormwater studies that have been completed to assess current drainage deficiencies and to identify improvements that would most effectively handle additional runoff from proposed development. Such improvements must be coordinated and installed for the property as a whole

– regardless of future division of the property. Installation of improvements is required to be phased with development so that downstream flooding is not aggravated by development. Existing conditions, as well as future needs watershed/stormwater studies, have been completed, and improvements have been partially installed.

#### *Education and Recreation Facilities*

The *SAP* recommended twenty acres in the southwest corner for a school and a neighborhood park. The court case changed this proposal to 14 acres for the school in the southwest corner, and additional land has been indicated for future parkland in the northwest corner of the property. This land dedication has not yet occurred but is still proposed as a part of this *Plan Update*. The *SAP* calls for proposed expansion of Shillito Park on this property – primarily for storm drainage purposes. A ten-acre portion of this property, adjacent to Lexington Christian Academy, has been dedicated to the UCG. Additionally, off-site park needs were noted; and the development of a community park at Cardinal Run/Parker's Mill meets these needs.

The *SAP* also requires compliance with the *Greenspace Plan* relative to providing facilities for recreational as well as commuting cyclists, including off-street trails in the greenways adjacent to streams.

### 6.5.4 Beaumont Centre Subcommittee Report (completed 1996)

The Beaumont Centre Development (Area 3 on Map 6.3) consists of a 695.21-acre site located at the southwestern corner of New Circle Road and Harrodsburg Road. In late 1995, a Planning Commission subcommittee was convened to examine the land use impacts related to proposed changes to a previously approved development plan affecting the non-residential portion (approximately 70 acres) of the development. The changes proposed were not in compliance with the *1988 Comprehensive Plan* and were causing some controversy with neighboring property owners. This subcommittee planning process took approximately six months. The majority of the agreed upon recommendations were incorporated into an amended development plan and into the *1996 Comprehensive Plan* as adopted.



**Beaumont Centre Subcommittee Report (continued)**

Adopted recommendations include the following items:

*Land Use*

Through a consensus-building process, a decision was made regarding the amount and type of commercial development to be permitted within the overall development plan for this property. The *Subcommittee Report* recommended that the B-6P area consist of 30 acres, with 250,000 square feet of retail space, including no more than two out parcels. There was also agreement that no movie theaters would be developed on this site. No expansion of the B-3 Highway Commercial area was recommended. Other land use discussion related to the location of the YMCA and/or Day Care, and the *Subcommittee Report* recommended that neither be located between Snaffle Road and Harrodsburg Road, but allowed either to be developed within the R-1T area along the ring road. Other land use recommendations related to the use of the land inside the ring road, in the event that the Lexington Clinic chose not to develop in this area. The *Subcommittee Report* recommended that this area should develop as professional medical services/offices or other professional office uses. Should this not happen, the *Subcommittee Report's* alternative recommendation was that high density residential uses would be appropriate for this area.

*Zoning*

The land use and zoning discussion and recommendations noted above were integrally tied together. The Subcommittee's Final Comments, dated January 24, 1996, urged caution in order that the planning process used in the Beaumont Centre case would not be abused and in order to avoid zoning decisions that are not in agreement with the *1996 Comprehensive Plan*.

*Transportation*

The *Subcommittee Report* recommended that the northern collector road eventually connect to Parkers Mill Road. The section of this road inside the USA is constructed almost to the edge of the USA

boundary. The section of the road outside the USA boundary is a desirable project; however, it is not scheduled for construction. The *2001 Plan Update* Land Use Map reflects a recommended location for this road.

*Public Facilities*

Stormwater management issues were discussed during the planning process. These issues require Planning Commission review and approval at the time of development to ensure adequate improvements were in place.

*Recreation*

A 25-acre open space area containing a large sinkhole, adjacent to the former Parkers Mill Park to the north, which was a part of a recommended open space area in the *1996 Plan*, was dedicated to the Urban County Government in December 1999. Since the writing of the *1996 Plan*, the UCG received an additional 116 acres of property adjacent to Parkers Mill Park for the creation of a larger park. This park, now known as Cardinal Run Park, consists of 213 acres, making it one of Lexington's largest parks. This park is currently being developed with ball fields, a playground, and walking paths.

Additionally, pedestrian and bicycle linkages along old farm roads connecting the subdivision to the new park were proposed across what is currently still private land. These linkages were proposed to tie the school, commercial and residential areas with the nearby park development. The dedication and maintenance agreements for these old farm roads between the developer and the UCG are now underway. A new trail is proposed to connect the park area and bike paths to Rosa Parks Elementary School. The *Subcommittee Report* also recommended open space adjoining the recently developed retail center (Kroger), and this should be preserved as development around it fills in.

### 6.5.5 Bracktown Small Area Plan (adopted 1998)

The *1998 Bracktown Small Area Plan* (Area 4 on Map 6.3) is one of the few Small Area Plans (SAP) that occurred in an area then outside the Urban Service Area (USA). The purpose of the *SAP* was to clarify how urban development of vacant land could occur without destroying the historic fabric of the Bracktown rural settlement. This planning process took approximately eighteen months to complete and involved a three-person subcommittee of the Planning Commission. There was significant citizen input at every meeting.

Bracktown is an historic rural community with a largely African-American population, located west of downtown on the south side of Leestown Road. It is primarily residential, with limited commercial development, and includes an historic one-room schoolhouse and an historically significant rural church. Prior to this planning process, the Bracktown area was separated from the Urban Service Area boundary by one property known as the Marshall property.

Discussion of adjustment of the USA in this direction occurred during the *1996 Comprehensive Plan* process. This discussion, and subsequently the small area planning effort, related to the consideration of extending sewer service to the traditionally rural neighborhood because of failing septic systems. The sewer extension proposal was workable because of other sewer improvements occurring in the area related to the Federal Medical Center across Leestown Road. All of Bracktown and the Marshall property (200 acres total) were added to the Urban Service Area with approval of this *Small Area Plan* in 1998.

Major recommendations of the *Bracktown Small Area Plan* include the following:

#### *Land Use*

Land use recommendations for the Bracktown area included the continued single family residential nature of the area, including opportunities for infill and redevelopment within the neighborhood as R-1C, with a 15,000 minimum square-foot size lot, once sewers are available to the area. The previously undeveloped Marshall property is also recommended for future low and medium density residential development, with provisions for open space and bikeway development adjacent to Town Branch Creek as development occurs and recommendations related to interconnected road systems.

The *SAP* indicated that significant commercial development in this area would be inappropriate. Two commercial properties exist in the Bracktown area. Both are nonconforming uses for the zones in which they are located. Other land in the Bracktown area was zoned for commercial uses but was developed as residential or is currently undeveloped. The *SAP* recommends future residential for these properties.

#### *Zoning*

The large area of business zoning is incompatible

with the rural and residential nature of the Bracktown area. Therefore, the *SAP* recommended downzoning of most of the B-1 property (a total of 11.5 acres), leaving only 2.75 acres of actual neighborhood retail.

Additionally, the *SAP* recommended downzoning a significant portion of R-1D to R-1C, with conditional zoning of 15,000 square-foot lots for future larger lot infill development. Both rezonings occurred in June of 1999.

The Marshall property has also been zoned R-1D and R-1E, in anticipation of future residential development.

#### *Transportation*

Significant transportation improvements are recommended in the *Bracktown Small Area Plan*, including realignment of the intersections along Leestown Road, as well as long-range improvements to Leestown Road. The Leestown Road improvements are not funded in the current *TIP*. The *SAP* noted that a service road may be necessary to serve a portion of Bracktown if Leestown Road is widened, and turn lanes should be provided at intersections to increase safety.

**Bracktown Small Area Plan (continued)**

Other recommended transportation improvements include new road construction related to infill development and development on the Marshall property. Interconnectivity with the balance of the USA properties is critical to ensure good traffic circulation and an adequate level-of-service in this area.

*Public Facilities*

One of the key components of the *Bracktown Small Area Plan* is the extension of public sanitary sewer service to the neighborhood, in conjunction with sewer service to the Marshall property. Financing options for this effort need to be pursued as well. This is currently being pursued privately, but difficulties acquiring easements may delay full sanitary sewer service to the Bracktown area. The *SAP* also recommended acquisition of extra easements along sewer lines for stormwater management purposes.

One of the significant recommendations of the *SAP* involved stormwater and stream restoration plans, which needed to occur in conjunction with the dedication of greenways, parkland and the development of a bikeway system along Town Branch Creek. Division of Planning Staff has continued to be involved with plan development

issues on the Marshall property, including plans for greenways and bikeways in the area and along Town Branch. Stormwater and stream restoration plans have not yet been undertaken.

The neighborhood was advised to petition the Urban County Council for assessment and matching grant funds related to street lighting improvements. This has not yet been pursued.

*Recreation*

As an integral part of the *Bracktown Small Area Plan*, the Marshall property owners agreed to dedicate a traditional five-acre park space, which is intended to buffer the urban density development proposed for the Marshall property from the more rural existing and infill lots expected to occur in the Bracktown area. Marshall property owners also agreed to dedicate additional open space along the CSX railroad for a bikeway, open space, and a stormwater detention area. The existing floodplain and stream, which drains into Town Branch Creek, will be preserved and used as a greenway park. The *SAP* stated that, when easements are acquired for sanitary sewer expansion, they should be wide enough to include greenway activities such as stormwater management and trails.

**6.5.6 US 27 North Corridor Access Management Plan (adopted 1999)**

The *US 27 Corridor Access Management Plan* (Area 5 on Map 6.3) was a two-county effort, in conjunction with Jessamine County, developed for three primary purposes:

- to preserve and improve the operating efficiency, safety, and capacity of US 27;
- to preserve the remaining rural character of the US 27 corridor between Man o' War Boulevard in Fayette County, through Jessamine County to the Kentucky River, the southern border of Jessamine County; and
- to develop a land use planning framework to guide the land use decisions made in the corridor.

This multi-county planning effort took over two years and was prepared by Wilbur Smith Associates. The planning effort involved two committees: a citizen-based Technical Advisory Committee, representing land owners, interested citizens and staff in both Fayette and Jessamine Counties; and a Policy Committee consisting of the Chief Elected Official of each of the three jurisdictions involved in the planning study. The Technical Advisory committee held several meeting specifically for citizen input.

### US 27 North Corridor Access Management Plan (continued)

The *Access Management Plan (US 27 SAP)* provided recommendations for traffic and safety improvements, access control, and future corridor development plans based on the goals and objectives established for the project. The *US 27 SAP* product includes four separately bound documents, all of which are adopted by reference as an amendment to the *1996 Comprehensive Plan*. The four documents include *US 27 Existing Conditions Report/Corridor Assessment (July 1998)*; *Traffic Safety and Mitigation Plan: Final Report (January 1999)*; *Landscaping and Buffer Plan: Final Report (January 1999)*; *Implementation Report: Final Plan (January 1999)*.

The corridor study area is 16 miles long and two miles wide – one mile on either side of US 27. The study area was divided into five districts, each having unique characteristics. The smallest district in the study area is the Fayette County District. The Fayette District is partially developed in residential development, but all is within the Urban Services Area and is likely to fully develop in a variety of land uses in the near future. The *US 27 North Corridor Access Management Plan* was adopted as an amendment to the *1996 Lexington/Fayette County Comprehensive Plan*, much as a typical small area plan is.

Major recommendations of the *US 27 SAP* impacting Fayette County include the following:

#### *Land Use*

The *US 27 North Corridor Access Management Plan* identified the future land use pattern for Fayette District as “nodal development in an urban context,” which essentially anticipates full urban development of this area. The specific land use recommendations of the *1996 Plan* have not been changed on the land use map for Fayette County, as they were thought to be consistent with this concept. Fayette County needs to continue to work with Jessamine County and Nicholasville to ensure that the plan documents are adopted, and the subsequent ordinances are also adopted and implemented in all three jurisdictions to make this plan effective for the corridor.

#### *Zoning*

The *US 27 Corridor Access Management Plan* process anticipated the development and adoption of new zones in each planning jurisdiction to detail the mix of land uses and the method of implementing the required 200-foot buffer into each of its future land use recommendations. As Nicholasville and Jessamine County adopt the *Access Management Plan* and begin to develop these ordinances, the Fayette County Planning Staff and Commission need to continue to coordinate with these efforts to ensure

that the development along the corridor is consistent with the Fayette and Jessamine County plans for this area.

The 200-foot buffer along US 27 recommended in the *US 27 SAP* has been incorporated into Lexington’s planning documents for the US 27 corridor. Alternatives to implementing the recommended buffer need to be pursued (i.e., specific ordinance provisions or development plan review requirements).

#### *Transportation*

Significant recommendations related to traffic and safety improvements and access control, in conjunction with future corridor development plans, were included in the *US 27 SAP* products. The most significant transportation related recommendation impacting Fayette County is the proposed interconnected system of parallel 4-lane collector roads stretching from Nicholasville to Man o’ War in Fayette County on each side of US 27. The approximate alignment of these corridors has been incorporated into the Lexington-Fayette County future land use map and will be considered in conjunction with all development proposed in this area.



### 6.5.7 Versailles Road Corridor Study (completed 2000)

The following three rural corridor studies were prepared by citizens' groups with grants provided by the Urban County Council. They are included in this document for reference purposes only and could serve as the basis for further planning efforts in these areas in the future. The following sections provide an overview of the data collected as well as the recommendations of each of the three studies for informational purposes. These recommendations are **not** considered part of this *Plan Update's* recommendations. These studies were not required to conform with the notification and public participation requirements of KRS 100 related to comprehensive planning and they are not plan amendments. These studies provide useful background information on some of the issues impacting these corridors and possible alternative recommendations for the Commission's use and consideration. They are included for reference purposes and may be consulted by the staff and Planning Commission when land use requests occur in this corridor.

The first of these studies to be summarized is the Versailles Road Corridor Study (Area 6 on Map 6.3). As noted above, it was a citizen-based initiative, gathering together considerable information, but it has **not** been adopted as an amendment to this *Plan Update*. The primary purpose of the corridor studies was to assemble information, analyses and existing plans rather than making new recommendations. The recommendations proposed by the study cover a variety of issues and are **not** adopted public policy.

The Versailles Road corridor, located west of the Lexington Urban Service Area, is an important corridor and entryway into Lexington-Fayette County. The study area included Versailles Road from New Circle Road to the Fayette/Woodford County line and adjacent properties. The corridor includes Keeneland Race Course, a National Historic Landmark; Calumet Horse Farm; Fort Springs, an historic rural settlement; and the Blue Grass Airport. The Blue Grass Airport provides the region's air transportation and links to the national airport system. Realizing the corridor's importance to the community and region, Dr. Vince Davis (a Westmorland resident) formed the Lexington-Versailles Road Corridor Coalition in 1997 to plan for the corridor's future.

The Versailles Road Corridor Coalition and its consultant, Russell Casey, AICP, coordinated the study efforts with input and contributions from many public and private stakeholders. The Lexington-Versailles Corridor Coalition worked with various groups attempting to reach a consensus on issues, needs and desires for the corridor and its future. The recommendations of the study represent the Coalition's "preferred plan".

The Coalition performed the task of identifying the existing conditions and considering recommendations to help public and private interests direct the future of the corridor. Its leadership was familiar with the corridor's history and was concerned over increased traffic volumes, future land development pressures and potential changes at the Blue Grass Airport.

The major purpose of the study was to ensure the long-term viability of the Versailles Road corridor. Some of the more specific purposes of the study were:

- The protection of the corridor from negative change;
- Seek to amend the LFCUG *Comprehensive Plan* with more detailed analysis and study;
- Meet Scenic Byway requirements and help achieve a scenic corridor designation;
- Enhance tourism;
- Coordinate transportation, preservation, land use, and scenic issues;
- Coordinate, where feasible, with the *Versailles/Midway/Woodford County Comprehensive Plan*;
- Coordinate with Lexington-Fayette Urban County Government's Versailles Road (inside New Circle Road) landscape plan;
- Assist in preparation of grant applications (ISTEA, preservation, etc.); and
- Enhance historic preservation efforts.



### Versailles Road Corridor Study (continued)

Major recommendations of the Versailles Road Corridor Study included the following:

#### *Land Use*

The Corridor Study recommended some future land use changes, many of which were considered by the Planning Commission during this update process. All the citizen-initiated land use changes proposed along the Versailles corridor were defeated as a part of the land use element public hearing process in the Spring, 2001. These requests were **not** made a part of the adopted *2001 Plan Update*. The Commission determined that the neighborhood based effort did not generate substantial consensus; neither did it comply with the adopted Goals and Objectives of this *Plan Update* or the adopted *Rural Service Area Land Management Plan*.

The Corridor Study indicated that most of the corridor should be shown as agriculture to indicate that the dominant and intended long-term use is to remain agriculture. However, it recognized that there are existing pockets of relatively intense urban style and unique (to Fayette County) land uses. These urban land use types of development include Westmorland, Wellesley Heights, a former Hotel/Baptist College, Keeneland, the Airport, and the Fort Springs rural settlement. In spite of these existing non-conforming uses, this *Plan Update* recommends that any current rural/agricultural land within this corridor remain as such. No changes were made to the future land use recommendations within this portion of the corridor.

The Versailles Road Corridor Study recognized many of these pockets of “urban uses” as locations that should not be expanded in a rural environment. The Study recommended that carefully thought out access and design guidelines for existing residential properties should be jointly developed with private and public stakeholders, including adjacent property owners and affected neighborhood associations.

The Corridor Study anticipated that the existing commercial land uses in the corridor would change over time to uses more attuned to tourism and the needs of local residents. For example, the study

envisioned that the Historic O’Neal Tavern could be adaptively reused as a restaurant or store to serve tourists and local residents. It recommended that LFUCG should develop mechanisms to enhance housing quality and develop infill development programs in the Fort Springs settlement. Additionally, it recommended exploring open space and recreational possibilities for the Fort Springs area. The environmentally sensitive areas (floodplains, steep slopes, trees) along the South Elkhorn Creek Corridor could enhance tourism in the area.

Additionally, the Corridor Study recommended adjustment to the Airport Rural Activity Center (RAC) boundary and recommended land use changes in this area that were not adopted within this *Plan Update*. The Corridor Study recommended that a 16.3-acre parcel located at the southwest corner of Man o’ War Boulevard and Versailles Road, owned by LFUCG, and a 39.6-acre portion of Bluegrass Farm, located between the Airport and Man o’ War Boulevard, be included in the Airport RAC. These parcels are currently zoned for agricultural land use. The Study also recommended that the 16.3-acre parcel should remain as open space and that the 39.6-acre parcel should be allowed to develop as “airport compatible and related” professional office and hotel uses. As noted previously, both the boundary adjustment and land use changes were considered during the *2001 Plan Update* process, and the Planning Commission decided **not** to incorporate them into this *Plan Update*.

#### *Zoning*

The Corridor Study recommended the development of an overlay zone for the entire corridor study area, utilizing the Paris Pike Corridor Overlay as a model. This effort would require the creation of new text language and the rezoning of all of the affected properties through traditional rezoning processes.

### **Versailles Road Corridor Study (continued)**

The Study also recommended changing the zoning of certain properties, as needed, to eliminate unused commercial or residential zoning remnants and to enhance and protect existing land uses. There are four areas where rezoning was recommended. The first area was in the Fort Springs area. The second area was south of Blue Grass Airport in the Little Georgetown area. The third area was near Alexandria Drive and New Circle Road, and the fourth was an R-1A area at New Circle Road and Versailles Road in Cardinal Run Park.

#### *Transportation*

The Versailles Road Corridor roadway is a major arterial on the state's primary road system and provides connections to the I-75/I-64 highways for travel in all directions, particularly between the Bluegrass Parkway and I-75. It also provides primary automobile access to Bluegrass Airport, via Man o' War Boulevard. The 1999 traffic volumes in the corridor, particularly the impact of heavy truck traffic, increased to the point that residents question existing road safety. Because of the significance of US 60 to Kentucky's overall transportation system, traffic volumes are expected to increase up to 52 percent, depending on the location of the projected increase. New Circle Road and Man o' War Boulevard traffic are expected to increase up to 41 percent. Parkers Mill and other rural roads are also expected to show significant increases in volumes. The Coalition believes that, without new and creative solutions, the corridor may be negatively changed forever.

The Corridor Study recommended a wide variety of relatively small or subtle changes that can be made in the corridor to improve safety, appearance and even functionality. These included grass medians, landscaped medians, traffic calming techniques, access improvements, diverting truck traffic, and improvements to Parkers Mill Road between New Circle Road and Man o' War, primarily related to off-road pedestrian and bikeway improvements to allow movement to rural greenways and Cardinal Run Park. Details are found in the Study itself.

#### *Recreation and Tourism*

The Versailles Road Corridor is a major entryway into the heart of the Bluegrass Region. Whether by automobile or plane, the Versailles Road Corridor provides travelers with their first scenic impressions of the "Horse Capital of the World." The Versailles Road Corridor Study recognized the importance of comprehensive planning for the corridor to maintain its beauty and function.

The study encouraged tourism by recommending the creation of bicycle and pedestrian recreation "staging areas" at specific locations throughout the study area. In addition, it encouraged public access to rural greenways without detracting from the scenic beauty and historical integrity of the existing area. Each staging area could have a marker indicating routes, distances and the local history and points of interest. Integrated into the bicycle and pedestrian recreation proposals were the use and development of scenic greenways where users could recreate and enjoy natural areas.

Just as floodplains, steep slopes, wooded areas, and other environmentally sensitive areas in the Rural Service Area are considered potential greenways, they can also be thought of as potential scenic corridors. Most of them, especially floodplains, provide linkages to existing roads. The South Elkhorn Creek is one of the unique and special areas that offers attractive vistas from a major roadway. The protection and enhancement of the South Elkhorn Creek greenspace corridor and adjacent land, using a greenspace-greenway protection overlay, would ensure the future use for citizens. Other land protection techniques could possibly be the purchase of development rights, purchase or donation of easements and fee simple purchase agreements. Another option for usable greenspace would be the abandoned rail corridors. When and if the Lexington-Versailles rail corridor is abandoned, it should be used as part of a regional pedestrian and bikeway system. It would particularly help to make the connection between Versailles and McConnell Springs Park near central Lexington a unique regional opportunity for both recreational and commuter biking.

### Versailles Road Corridor Study (continued)

#### *Community Facilities*

The Study recommended that, in order to enhance rural fire protection and provide emergency services, the LFUCG should locate a new fire station behind the Fire Training Center on Versailles Road. From a visual perspective, it would be critical for this station to be located over the ridge, out of the Versailles Road view shed. Previous Comprehensive Plans have called for a station at the airport to serve the entire area. Given that there is currently emergency equipment and personnel at the airport and there is a cooperative relationship with the LFUCG Fire Department, it is no longer a part of the Community Facilities recommendations of this

2001 Plan Update or the Fire Department's long-range facilities plans.

#### *Visual Appearance of the Corridor*

The Study made detailed recommendations related to the visual appearance of the corridor. These included recommendations that landscaping should be done in a manner sensitive to retaining views and screening unique to a rural road. Other recommendations relate to signage, billboards, and overhead vs. underground utilities. Details related to these recommendations can be found in the study itself and may merit consideration as road improvements and changes in the existing non-rural land uses occur.

### 6.6.8 Winchester Road Corridor Study (completed 2000)

The Winchester Road Corridor Study (Area 7 on Map 6.3) is the second of the three citizen-based initiatives. It was developed by the Winchester Road Corridor Coalition, formed for the purpose of gathering information related to the study. It also has **not** been adopted as an amendment to this *Plan Update*. As noted earlier, it is included, along with the Versailles and Old Richmond Road Corridor Studies, for reference purposes, and may be consulted by the staff and Planning Commission when land use requests occur in this corridor. The recommendations cover a variety of issues and are **not** adopted public policy.

The Winchester Road Corridor Study "study area" lies east of the I-75/US 60 (Winchester Road) interchange and extends seven miles eastward to the Fayette/Clark County line. The study area included an area one mile north and south of the roadway and encompasses 6,265 acres of predominately agricultural land. Of this total, 4,850 acres, comprising 128 properties and 77 percent of the study area, front Winchester Road. Near the interchange and south of US 60, the southwest portion of the study area lies inside and/or adjacent to the Urban Service Area. The study focused upon protection of the unique nature, aesthetics, and safety of this scenic corridor. This planning process took approximately six months to complete and involved the support and input from numerous public and private groups and individuals.

The Winchester Road Corridor Coalition, and consultant Sherman/Carter/Barnhart Architects, coordinated the study efforts with the LFUCG, the Fayette County Neighborhood Council (FCNC), various neighborhood associations and public service providers. Public input was solicited through a series of meetings with the local Winchester Road Coalition members and surrounding neighborhoods.

The study's participants considered the general recommendations critical and recommended them for immediate attention. The group consensus was that each recommendation was equally important, and there was no specific prioritization. The general recommendations included: (1) preserve the agricultural and residential area of the County by not extending the Urban Service Area further into the study area; (2) continue to acknowledge the Winchester Road Corridor Coalition as a representative and keep all interested parties updated on planning activities; (3) encourage neighborhood associations to remain proactive and involved; and (4) have coalition representatives and LFUCG initiate discussions with counterparts in Clark County to promote corridor planning that is continuous and coordinated from Lexington to Winchester. The scenic value of Winchester Road benefits both counties in tourism-related expenditures.

**Winchester Road Corridor Study (continued)**

Major recommendations of the Winchester Road Corridor Study focusing on particular issues included the following:

*Land Use*

Recognizing the past and present value of agribusiness to the corridor and the county, the Corridor Study's land use recommendations supported the general recommendations to preserve, enhance and promote the agricultural and residential nature of the corridor. Through the close adherence to and implementation of the existing land use plans, *Rural Service Area Land Management Plan*, and present zoning ordinances, the uniqueness of the corridor could be further realized. Also, the study stated that any exceptions to the guidelines and regulations degrade the intent of the plans and the A-R zoning designation.

The Corridor Study recommended supporting the various requirements of the existing LFUCG plans and zoning standards in the corridor, especially in the A-R zoned areas. Zoning measures included working to "right zone" any parcel whose usage has changed to a lower density or lower intensity nonconforming use without a corresponding zone change. This would result in zoning land to more closely match the dominant land uses in the corridor. It would amend the A-R zoning classification to delete current conditional uses not appropriate for an agricultural/residential corridor, discourage an increase in zoning intensity within the Urban Service Area portion of the corridor, and buffer the Urban Service Area from the rest of the corridor.

*Transportation*

Winchester Road (US 60) is a major eastern entryway to Lexington and has a long history as a major east/west route. Today's residents have identified vehicular and pedestrian safety as a major concern along the corridor.

Presently, an average of 12,544 vehicles travel the corridor daily, consisting predominately of commuter traffic traveling to and from Winchester, Kentucky. Commuters share the roadway with tractor-trailers, large single-unit trucks and farm equipment that travel at much slower speeds. With the goal to preserve

the corridor and enhance the existing agricultural uses throughout the corridor, future traffic flow will continue to be impacted at times. An interstate interchange and five intersections are spaced along the Fayette County portion of the corridor adding to a Level-of-Service (LOS) reduction during heavy travel times.

Coordination with local and state government agencies during the study revealed that there were no plans to increase this roadway beyond two lanes. Citizens and coalition members were in agreement with this position and believed that increasing lane width would increase speeds and volumes along the corridor. Exceptions to this position would possibly be turning lanes and bike lanes in specific selected locations. The Corridor Study recommendations for the corridor included, among other things, seeking "Scenic Byway" status for the route; developing rural signage; reviewing potential traffic calming measures; relocating non-local heavy truck traffic to I-64 and better enforcement of truck weight limits; developing tourist pull-off locations for scenic and historic tourists; deeding of excess right-of-way to the LFUCG for development of hiking paths, bike paths and sidewalks to provide linkages to future housing and commercial/retail areas located in and adjacent to the corridor; and considering the possibility of mass transit between downtown Lexington and Winchester/Clark County.

*Environmental Issues*

Environmental issues were developed from a detailed review, mapping and analysis of rural area environment, hydrology, geology, soils, topography, and view shed. The corridor has a rural agricultural history and a unique environment suited for raising champion thoroughbred horses and other types of livestock. The Winchester Road Corridor provides a visual experience into beautiful Kentucky horse farms and other large livestock farms. The limestone parent material produces rich, deep and silty soils,



### Winchester Road Corridor Study (continued)

which are credited for the excellent pastureland and prime farmland within the corridor and in Fayette County. The study recommended continuing to support the ongoing planning efforts by local government and the Winchester Road Corridor Coalition.

#### *History, Culture & Tourism*

Winchester Road is part of the unique Bluegrass experience, and there is a strong community consensus to build upon its strengths and improve the corridor's historical, cultural and tourism resources. The corridor has a long history of providing transportation access to people living in and traveling through the corridor, the Bluegrass Region, and Kentucky. Present day travelers experience a cultural landscape with beautiful farms, many historic structures with fine architectural details, and two rural African-American settlement locations: Uttingertown and Columbustown.

Attaining the *2001 Plan Update* and Corridor Study's goals would be very beneficial to the area agricultural and tourism economy. The action plan would create a quality environment that builds on and maintains the historical/cultural landscape where traditional agricultural, housing, and transportation systems are functionally integrated. This integration would provide design improvements, as well as a level of functionality, to the corridor.

The Winchester Road Corridor Study recommended consideration of an historic overlay designation for significant historic areas; utilization of conservation easements; development of scenic overlooks and promotion of tourism in the corridor; utilization of historic markers and preservation of historic resources through various means.

### 6.6.9 Old Richmond Road Corridor Study (completed 2000)

The Old Richmond Road Corridor Study (Area 8 on Map 6.3) is the third citizen-based corridor planning initiative. It was conducted by the Richmond Road Corridor Coalition, which was formed for the purpose of gathering information related to this study. It has **not** been adopted as an amendment to this *Plan Update*. As noted earlier, it is included, along with the Versailles and Winchester Road Corridor Studies, for reference purposes and may be consulted by the staff and Planning Commission when land use requests occur in this corridor. The recommendations cover a variety of issues and are **not** adopted public policy.

The 9.2-mile scenic corridor is along an historical rural road with a long agricultural history of farming, livestock production and beautiful horse farms. The corridor study area encompassed a rural area one mile east and one mile west of the centerline of Old Richmond Road (US Highway 25/421), from Jacobson Park to the Fayette/Madison County line at the Clays Ferry crossing of the Kentucky River. This corridor was settled by early pioneers over 225 years ago. World-renowned horse farms on tree-lined rural roads, historic rural settlements, historic structures, stone fences, crop farms (tobacco, corn and other), livestock farms, and geologically unique riverine palisades characterize the corridor.<sup>4</sup>

The consultant, The Landplan Group, coordinated the study efforts with the LFUCG, the Richmond Road Corridor Coalition, and many other public/private stakeholders. The Old Richmond Road neighborhood associations have been active planning participants since the mid-1960s and formed the Richmond Road Corridor Coalition in 1994 during the comprehensive plan update. Additional public input was solicited through a series of neighborhood meetings that included site visits, informal discussions and written feedback from public and private groups and individuals. The study built upon the adopted *2001 Comprehensive Plan's* Goals and Objectives that relate to the significance of the rural and agricultural economy and cultural heritage

<sup>4</sup> *Rural Service Area Land Management Plan*, LFUCG Division of Planning, adopted April 8, 1999.



**Old Richmond Road Corridor Study (continued)**

of Fayette County. The study recommended continuing to support ongoing LFUCG and Corridor Coalition planning efforts aimed at protecting this rural agricultural area, and to promote and protect its unique environmental, historical and cultural qualities.

*Existing Conditions/Environmental*

Existing environmental data and related maps were used to inventory the Corridor Study area's 10,052 acres. The Study provided extensive detail of the Corridor's environmental features, including historic and cultural features; physical landscapes; environmentally sensitive areas and visual resources. The Old Richmond Road Corridor's general land uses are various rural uses; and zoning within the corridor is mostly agricultural rural, with some conditional and nonconforming uses (i.e., various churches, Vulcan Materials Company, Bluegrass Saddlery and Hilltop Grocery).

Underlain mostly by limestone, the geology and soils above it are very conducive for livestock and crop farming. Large tree stands and many species of flora and fauna exist within and outside the corridor. The corridor provides scenic views of past and present agricultural occupation and use, including thoroughbred operations, cattle, and cropland. Within the corridor's many scenic view sheds are estate residences on large tracts of land, "estate 10-acre parcels," and other homes on various lot sizes. There are 430 parcels ranging from .35 to 350.35 acres within the corridor. Various sized parcels of land were created when I-75 was overlain atop the Old Richmond Road Corridor in the 1950s. Since then, an increase in traffic volumes, the addition of two lanes and their associated interchange improvements further contribute to the traffic noise, light and air pollution along the I-75 Corridor and

within the study area.

Non-rural businesses and industrial uses are located in the corridor. The study recommended discontinuing non-rural uses. Presently, there are two convenience-type stores (one with gas pumps), a long established saddle making business, a country entertainment club (located on the Kentucky River), a rock quarry, a fire station, three churches, and a private tree-growing operation. Just beyond the study area limits are thousands of acres of rural land that are closely tied to the corridor's transportation network and to the agricultural environment.

Many historic structures are located in the corridor and represent architectural styles from the mid-nineteenth century. Walnut Hill Church, originally a log structure, was built of stone in 1801. The study recommends the protection and preservation of these valuable resources.

*Local Planning Efforts*

Local planning efforts included the consultant's review and analyses of many of the LFUCG planning documents dating back to the early 1990s, in order to ensure that the recommendations of these past plans were considered in the Old Richmond Road Corridor Study. Past local planning efforts have identified many of the same recommendations this Study makes that need to be further investigated and/or implemented in the corridor.

Major recommendations from the Old Richmond Road Corridor Study were as follows:

*Historic and Cultural*

Historic markers providing signage at key historic places can provide information regarding historically significant sites, including but not limited to, Shelby Properties, Clays Ferry Bridge, Boone Creek, Dixie Highway, as well as National Register Homes and Rural Historic District boundaries. Additionally, the

Study recommended protective historic easements (H-1 Overlay) on stone fences and important historic structures; restoring the remaining log houses; rebuilding missing stone fences, and providing incentives for residents to use plank fencing.

### *Planning*

Planning recommendations included creating a Corridor Overlay Zone to supplement the existing zoning regulations in effect for the properties along Old Richmond Road and to assist in implementing some of the recommendations of this plan. Additional recommendations included installing rural landscape buffers; encouraging agricultural use of 10-acre tracts; setting up a farmer's market stand for selling of local produce; encouraging conservation easements; developing design guidelines for infill and redevelopment; promoting regional planning between Fayette, Clark, and Madison Counties as it pertains to this study; and "right zone" current zoning conditions still in place from before the City/County merger, where appropriate.

### *Transportation*

Transportation recommendations included historic markers; utilizing wooden guardrails; removing or lowering lights at the I-75 exits to reduce light pollution; design guidelines for future roadway improvements; undertaking a Traffic Calming Study; reducing and enforcing speed limits and truck weight limits; and considering a system of bicycle paths and lanes in conjunction with the ongoing Greenway planning effort.

### *Environmental Recommendations*

Extensive environmental recommendations were included in the Study. These included reforestation of steep slopes; inventorying flora and fauna; reestablishing native species; various methods of attracting wildlife; reestablishing wildlife linkages;

installing noise, visual and light buffers for I-75; educating corridor residents about the importance of protecting the environment for human habitation; establishing annual "clean up" days; and burying or consolidating utility lines in the Corridor.

### *Visual Resources*

Recommendations related to visual resources included establishing passive recreational areas for uses such as canoeing, fishing, hiking, biking and picnicking; promoting scenic driving tours and adding "Scenic Byway" status to more roads; protecting and maintaining the Iroquois Hunt area; developing staging areas for bicyclists and hikers; developing bike paths/lanes that tie into the multi-purpose trail system for hiking, bikes and horses; developing scenic pull-offs; developing a park under the I-75 bridge to serve the area and to provide a staging area to canoe, kayak, or powerboat tour the Palisades; promoting the Kentucky River as a Greenway; eliminating or mitigating overhead utility lines; and developing buffer concepts at areas where Old Richmond Road closely parallels Interstate 75.

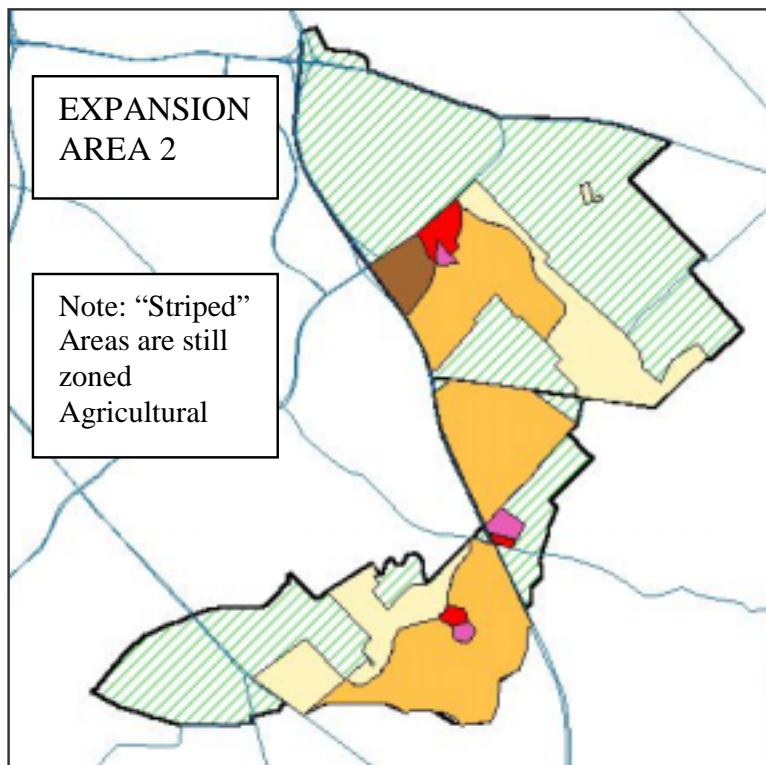
The Old Richmond Road Corridor Study emphasized the importance of past local planning efforts and of implementing those plans. The study also identified other planning measures and studies to enhance past plans and to bolster existing planning efforts. The combined and coordinated approach to planning recognized existing planning efforts and worked toward improving plans and the implementation of those plans.

## 6.6 EXPANSION AREA MASTER PLAN UPDATE

The *Expansion Area Master Plan (EAMP)*, adopted in July 1996, marked a new direction for planning of new growth areas in Fayette County. The *EAMP* continues to be a stand-alone element of the *2001 Comprehensive Plan Update*, incorporated by this reference. Minor modifications adopted during the 2001 update process are noted later in this section.

The opportunity to design a plan for approximately 5,400 new acres to the Urban Service Area allowed for new and innovative directions for growth management. The process of developing the *EAMP* produced a growth framework centered upon a mixture of residential densities, supporting retail and office services, and employment areas. For each use, an entirely new land use category was created, specifically tailored to the nature of the planned

Likewise, the provision of critical infrastructure was planned in a new and different fashion. To ensure that the new growth would pay for itself to the greatest degree possible, a comprehensive exaction program was proposed for major roads, parks, sanitary sewers, stormwater management, and rural open space. Likewise, these concepts have been implemented into law, although in a somewhat different fashion than originally contemplated by the *EAMP* due to limitations of Kentucky law.



growth. Development areas are to be linked by connecting streets and greenways to create neighborhoods that achieve a sense of place. Developers were given great flexibility to mix housing types, as well as residential and non-residential uses. During the implementation phase, an entirely new zoning regime was created to achieve these principles. However, most developers to date have not chosen to avail themselves of the regulatory flexibility granted them to fully mix and integrate housing types.

Initially, zoning and development of the Expansion Area proceeded very slowly. In fact, no residential units were occupied until the year 2000. However, at the present time, zoning and development activity has accelerated and is expected to continue. As of August 31, 2001, approximately 1,800 acres, or roughly 34%, of the land in the Expansion Areas has been rezoned from agricultural; but only approximately 137 acres (2.5%) have developed to the point of having had a final plat recorded. All platted land is in Expansion Area 2A. There are other active projects under construction in Expansion Areas 2A and 2C, which are expected to see residential units constructed during the 2002 building season. It also should be noted that very little non-residential zoning activity has occurred. Community Center

land has been zoned primarily in conjunction with the adjoining residential land. In certain cases, the acreage has slightly exceeded the original planned amount; however, the level of proposed development of those sites was generally commensurate with the planned acreages. Insofar as land planned for Economic Development (ED), only a small amount of acreage has been rezoned, all in Expansion Area 3. No development has commenced on that site at this time.

Exhibit 6-4 below indicates the current acreage of zoning categories within the various Expansion Areas.

<b>EXHIBIT 6-4</b> <b>PLANNED VS. ZONED ACREAGE AS OF AUGUST 2001</b>							
	<b>ZONE:</b>	<b>EA1</b>	<b>EA2A</b>	<b>EA2B</b>	<b>EA2C</b>	<b>EA3</b>	<b>TOTAL</b>
<b>C</b> Conservation	Planned	0	50	0	221	0	271
	Zoned	0	0	0	0	0	0
<b>EAR1</b> Low Density Residential	Planned	614	1,067	145	615	69	2,510
	Zoned	0	299	0	251	0	550
<b>EAR2</b> Medium Density Residential	Planned	0	713	299	327	73	1,412
	Zoned	0	379	300	442	0	1,121
<b>EAR3</b> High Density Residential	Planned	0	170	0	0	0	170
	Zoned	0	0	0	0	0	0
<b>EAR/TA</b> Transition Area	Planned	0	27	13	10	0	50
	Zoned	0	8	19	9	0	36
<b>CC</b> Community Center	Planned	0	62	4	7	0	73
	Zoned	0	39	6	11	7	63
<b>ED</b> Economic Development	Planned	0	220	0	0	340	560
	Zoned	0	0	0	0	29	29
<b>TOTALS</b>	Planned	614	2,414	486	1,232	503	5,249
	Zoned	0	725	319	713	36	1,793
Notes: Planned Acreage figures are from 1996 <u>Expansion Area Master Plan</u> document; zoned acres are approximate from GIS data. Planned Acreage figures do not include changes made as a part of 2001 Land Use Plan Update							

Acquisition/construction of infrastructure has also commenced. Early on, the LFUCG acquired approximately 25 acres of property located off of Walnut Hill-Chilesburg Road near the abandoned rail line in Expansion Area 2B for use as a park. The LFUCG has also approved programs for major trunk sewer expansion to serve a portion of Expansion Area 2. The stormwater management system concept espoused in the *EAMP* for Expansion Area 2 was endorsed by the Council, and over \$1.5 million has been spent for engineering and design costs for the regional detention and water quality facilities. As anticipated, developers have opted to construct a significant amount of exacted infrastructure, offsetting those costs as a credit against exactions due. This is particularly true of the Expansion Area boulevard. Over \$2.0 million in road improvements have been constructed to date, with significant additional sections likely to begin construction in the near future. Infrastructure has

generally followed the original plan concept, although some adjustments were necessary, as envisioned in the original plan language. Exactions have also begun to be assessed and collected, both in the form of cash payments and credits against developers' costs for providing the exacted public improvements.

At this point, implementation of the plan appears to be proceeding well. Only approximately 6 acres of Community Center zoning in Expansion Area 3 was granted in disagreement with the *EAMP*. This land use change was not incorporated into the *2001 Comprehensive Plan Update*, particularly since no change in the use has yet occurred. As noted earlier, certain Community Center zoning requests slightly exceeded the planned acreages, but restrictions placed on the land ensured that the square footage developed would be commensurate with *EAMP* objectives. Other zone change requests seeking to rezone property in disagreement with the *EAMP* were defeated.



Only fairly small changes in the area and land use designations of the original *EAMP* were made as a part of the *2001 Comprehensive Plan Update* Land Use Element. The Richardson property in Expansion Area 2C, which was partially included in 1996, was revised to include all of the property, including a proposed school site. Existing developed small tracts along Athens-Boonesboro Road were also added. In total, this added approximately 61 acres of EAR-2 designated land, and 20 acres of

Public Education-designated land to the original Expansion Area. Minor adjustments will need to be made to the Exaction ordinances to properly accommodate this land addition. A second change was to designate additional Transitional Area (TA) overlay in the vicinity of existing churches on Todds Road, just east of the overpass with I-75. This change was needed to recognize the existence of these semi-public facilities and to create a proper framework for review of future changes in those developments.

## 6.7 RURAL SERVICE AREA LAND MANAGEMENT PROGRAM UPDATE

### 6.7.1 Background

Lexington-Fayette County has been a nationally recognized leader in planning for both urban growth and rural preservation for decades. The Urban Service Area concept of defining areas for existing and planned growth, which originated in 1958, is still a progressive model for growth management. For years, Lexington-Fayette County relied on this planning principle, coupled with a 10-acre minimum lot size restriction in the Rural Service Area, to provide for urban growth and to preserve areas for agricultural activities.

The process that culminated with the adoption of the Community's revised *Comprehensive Plan* in 1996 brought to light numerous issues that affected the long-range effectiveness of the 10-acre minimum lot size. First, the development community pushed a major initiative to document and remedy a lack of suitable land for urban growth. The Urban Service Area was subsequently expanded to incorporate 5,400 acres of agricultural land to provide additional room for future growth. This raised concerns in many quarters over the loss of green space and farmland to urban sprawl. The community vowed to review rural land management practices to be better prepared to deal with such issues in the future, and thus initiated the Rural Service Area land management study and plan process.

One of the most significant findings of the early stages of this study was that the measures designed in the 1960s to preserve the Rural Service Area were having a greater impact on the loss of rural land than imagined. During the period of the 1990s, economic forces made 10-acre estate lots a viable alternative to other high-end urban residential lots. As a result, what had once been a fairly rare occurrence became an epidemic. Between 1990 and 1998, over 4,700 acres of rural Fayette County were converted to lots to accommodate 429 single-

family homes. This amount of land is roughly equal to one-fifth of the land area inside New Circle Road. On an annual basis, it exceeded the amount of land absorbed to accommodate over 2,000 residential units per year inside the Urban Service Area. It was recognized that if these trends continued, there would be loss of enough critical farmland to seriously compromise the continuation of agriculture in Fayette County. The old solution had become the new problem.

It was in this context that community effort to create a new, special amendment to the *Comprehensive Plan*, specifically for the Rural Service Area, was undertaken for the first time. Over the period of 1996-1999, this planning effort took place, culminating with the adoption in April of 1999 of the plan entitled *Rural Service Area Land Management Plan: Our Rural Heritage in the Next Century*. The adopted plan was the result of years of study, research, and extensive public input to build a consensus as to how to improve the overall rural management program. It is an adopted element of the *1996 Comprehensive Plan* for Lexington-Fayette County and continues to be incorporated in the *2001 Plan Update* in its entirety by this reference.



### 6.7.2 Implementation

Lexington-Fayette County began immediately to implement the recommendations of the *Rural Service Area Land Management Plan*. By July of 1999, text amendments to the *Zoning Ordinance* and *Land Subdivision Regulations* had been prepared, public hearings conducted, and laws fully enacted.

The ordinance and regulation text changes implemented key plan elements, such as increasing the minimum lot sizes in the rural area from 10 acres to 40 acres. New categories were created for the Natural Areas and Buffer Area categories. New standards for rural subdivisions designed to protect agriculture and respect agricultural land patterns were put into law.

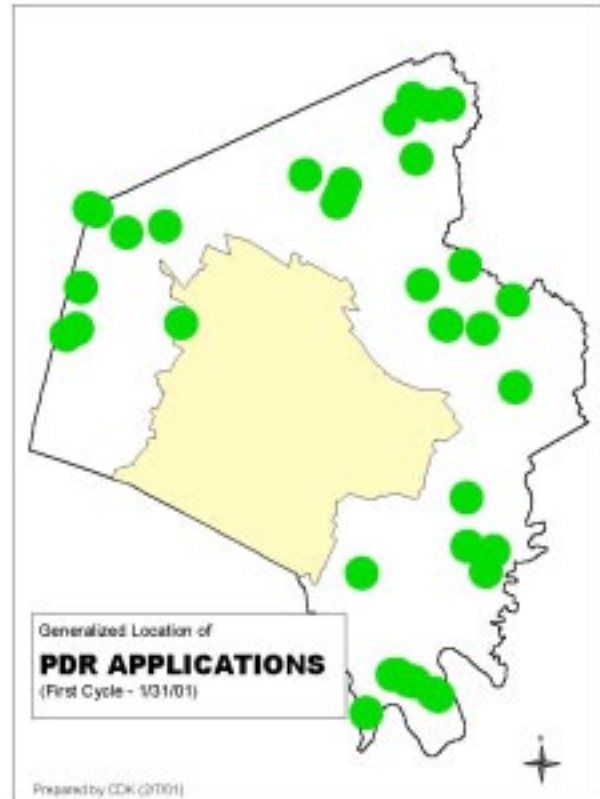
Work to implement the Purchase of Development Rights (PDR) Program also began immediately upon plan adoption. The Urban County Government created a 27-member citizen committee to advise it on specific issues related to a PDR program.

In January of 2000, the Lexington-Fayette County Government passed the PDR Ordinance. This ordinance gave full legislative realization to the local PDR program. It created a citizen-based Rural Land Management Board to oversee the program and to actually hold easements. It created the point-based ranking system to prioritize acquisitions and provided the procedures to be used for the solicitation, negotiation, and acquisition of easements.

Since that time, the initial membership of the Board has been appointed by the Mayor and approved by the Urban County Council. Staffing needs were primarily addressed by the creation of two new high-level positions in the Urban County Government. These positions report directly to the Urban County Government's Chief Administrative Officer.

The PDR Program is also achieving funding success. At its start-up, the program received a commitment of \$2 million annually from local revenues, with the understanding that this commitment could be used for debt service to establish a large pool of immediate funding. In addition, the LFUCG was awarded a state grant of up to \$15 million in

matching funds. In 2001, the United States Department of Agriculture's Farmland Protection Program granted a grant award of \$150,000 to the program. When combined, these funds provided the PDR Program with a potential working base, at the outset, of approximately \$30-40 million.



As soon as funding was approved, the initial round of applications from the rural community was solicited. The response was even greater than the most optimistic expectations. In January of 2001, this initial submittal totaled 37 applications containing a total of over 6,800 acres. Since that time, the PDR process has continued through the steps of review, site visits, prioritization under the Land Evaluation and Site Assessment program, and formal offers of easement terms. The final steps to be completed for those applicants who wish to continue will be the valuation of the easement, and a final closing of the transaction.

The success of the rural land planning effort is a testament to the value of broad-based participatory community planning which, from its outset, sets a clear path to program implementation. The public participation efforts brought forth interested citizens

from all areas of the community and sectors of the economy, who effectively supported government actions to create and implement the program. Their actions brought the program from plan concept to working, funded reality in less than two years.

### **6.7.3 Further Actions To Be Taken**

Although all main recommendations of the *Rural Land Management Plan* have been implemented, there are still certain further planning and implementation measures to be undertaken. The plan contained an action plan, which included a detailed

listing of recommended actions to pursue. Many of these have been accomplished over the last few years. The major efforts yet to be undertaken which are not part of larger ongoing planning processes would be:

- Proceeding with rezoning of inappropriate non-agricultural zoning in the Rural Service Area; and
- Rural Settlements Study and Updating, with implementation efforts to follow.

### **6.7.4 Conclusion**

In the final analysis, all of the planning, community effort, and implementation programs are designed to accomplish one primary objective; that is, to strengthen the farm economy and enhance agriculture. The combined elements of the regulatory programs and the PDR conservation easement achieve this objective by:

- Preserving land in a parcel size conducive to agriculture;
- Preserving land in a voluntary program, which allows farm owners to make a choice as to whether they participate;
- Using a site assessment and prioritization system that is based primarily upon the long-term viability of the land for productive agriculture;
- Demonstrating a long-term commitment to agriculture in the community;
- Preserving a critical mass of land necessary to support the economic agricultural infrastructure in the community; and
- Providing an alternative to development for creating a revenue stream for re-investment in agriculture.